Final Evaluation of the Project "Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity – Phase II"

(Countries of Focus: Indonesia, Malaysia, the Philippines, Thailand)

UNDP Bangkok Regional Hub

UN Office for Counter Terrorism

FINAL REPORT

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Project and Evaluation Information

Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity Phase II

Evaluation Information		
Evaluation type	Final Project Evaluation	
Period under evaluation	May 1, 2020	April 30, 2023
Evaluator	Paul George (paulgeorge.paul@gmail.com)	
Evaluation Dates	Start: April 2023	Completion: June 2023
Project Information		
Atlas ID	ICSP/2020/417-114	
Contributing Output	**Output 1:** Countries have strengthened capacities to develop, coordinate and implement Action Plans on PCVE; **Output 2:** All stakeholders to PCVE are better informed and networked, and good practice is shared and facilitated on a national and regional basis; **Output 3:** Key communities more resilient to extremist narratives and processes of radicalisation.	
Targeted Countries	Indonesia, Malaysia, the Philippines and Thailand	
Region	South East Asia (Asia-Pacific)	
Project Dates	Start: May 1, 2020	End: April 30, 2023
Date Project Document Signed	June 2020	
Project Budget	USD 8,504,500.00 for 3 years	
Funding Source	European Union USD 7,711,200 (EURO 7,000,000)	
Project expenditure at the time of the evaluation	TBD	
Responsible Parties	UNDP Bangkok Regional Hub (BRH), UNDP Indonesia, UNDP Malaysia, UNDP Philippines, UNDP Thailand, UNOCT	

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Acronyms & Abbreviations

ASEAN	The Association of Southeast Asian Nations
BARMM	Bangsomoro Autonomous Region of Muslim Mindanao, the Philippines
BRH	Bangkok Regional Hub (UNDP)
BNPT	National Counter Terrorism Agency (*Badan Nasional Penanggulangan Terorisme*), Indonesia
CO	Country Office (UNDP)
COP	Community of Practice
CSOs	Civil Society Organisations
CVE	Countering Violent Extremism
DILG	Department of the Interior and Local Government (Indonesia)
EA	Evaluability Assessment
EQ	Evaluation Questions
EU	European Union
EWER	Early Warning Early Response
FE	Final Evaluation
GTI	Global Terrorism Index
JC	Judgment Criteria
KII	Key Informant Interview
M&E	Monitoring and Evaluation
MEAL	Monitoring, Evaluation, Accountability, Learning
MOHA	Ministry of Home Affairs (Malaysia)
MOVE	Monitoring Centre on Organised Violence Events
MSU	Mindanao State University
MTE	Mid-Term Evaluation
NAP	National Action Plan for PCVE
NGOs	Non-Governmental Organisations
NSC	National Security Council
PCVE	Preventing and Countering Violent Extremism

ProDoc	Project Document
IcSP	Instrument contributing to Stability and Peace (EU)
RAP	Regional Action Plan to Prevent and Counter the Rise of Radicalisation and Violent Extremism (ASEAN)
ROAR	Results-Oriented Annual Reporting
SDG	Sustainable Development Goals
SEARCCT	Southeast Asia Regional Centre for Counter-Terrorism
SNAP	Sub-National Action Plan for PCVE
ToC	Theory of Change
ToR	Terms of Reference
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNOCT	United Nations Office of Counter-Terrorism
VE	Violent Extremism

EXECUTIVE SUMMARY

"Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity in South-East Asia Phase II," is a joint 3-year project between the United Nations Development Programme (UNDP), the United Nations Office of Counter-Terrorism (UNOCT) and the European Union (EU), running from May 1, 2020 to April 30, 2023. The total project budget is $8,504,500, with $257,734.44 coming from UNDP; UNOCT providing $535,566.00; and the EU $7,711,200.00. The project design was based on progress made and lessons learned from an earlier 18-month EU-UNDP project: "*Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity*") which ended in February 2020. UNOCT joined this second phase of the project to coordinate global and regional PVE efforts and to contribute with the delivery of technical assistance activities implemented at the regional and country level. The overall objective of the project is to strengthen the ability of Indonesia, Malaysia, the Philippines and Thailand to identify, respond to and prevent violent extremism (VE).

The purpose of the evaluation was to assess progress toward the achievement of the project objective and outcomes as specified in the Project Document. The evaluation aimed to assess the implementation approaches, progress made, and challenges encountered, identify and document the lessons learned and good practices, and make specific recommendations for a future course of action should there be a next phase of the project.

The primary users of the evaluation are the UNDP Bangkok Regional Hub (BRH), UNDP country offices (CO) in Thailand, Malaysia, the Philippines and Indonesia, the Regional Bureau for Asia-Pacific, UNOCT, the European Union Delegations in the four implementing countries, Governments of the four focus countries, beneficiaries and the wider donor community who have been supporting PCVE through support for Civil Society Organisations (CSOs).

There were some limitations to remote data gathering for the evaluation and the evaluator addressed these by expanding the desk review of available material, conducting online consultations by ZOOM/TEAMS with as much flexibility as possible and conducting follow-on queries by email exchanges with stakeholders.

Although VE remains a significant challenge in Southeast Asia, based on the evaluator's experience and extensive research, it is not at a level that poses an existential threat in the four countries that are the focus of this evaluation. The degree of VE exposure varies from country to country, depending largely on the prevalence of the accepted "drivers" of VE - lack of socio-economic opportunities; marginalization and discrimination; poor governance, violations of human rights and the Rule of Law; historical injustices, prolonged and unresolved conflicts; and radicalization in prisons.

UNDP's human security-based approach underlines the importance of addressing the structural drivers of VE through development and emphasises "prevention" as the key objective. Hence, the project is highly relevant to addressing the challenge of VE in Southeast Asia.

The Focus Countries

Indonesia has played the key role in the region in addressing VE. It was one of the first countries to produce and implement a National Action Plan (NAP) on preventing and countering VE (2020), and it took the lead in the preparation of the Bali Work Plan for the implementation of the ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism in 2019. It has been largely successful in targeting extremist cells through a strong combination of intelligence gathering, police work and community support.

Although Malaysia experienced a VE event in June 2016, with a grenade attack on a bar in a suburb of the capital, this is not a common occurrence in the country. In fact, its peaceful situation has contributed to the difficulty UNDP has had in trying to provide support to the government as it pursues a national process in the development of a NAP on Preventing and Countering Violent Extremism (PCVE). Nevertheless, the country remains susceptible to VE threats.

Of the four countries that fall under the project, the Philippines has experienced the longest period of VE, most of it occurring in the southern island of Mindanao and centred on the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). According to information provided by the CO, there is evidence that VE threats are increasing in the Philippines, given challenges in the implementation of the peace process.

Thailand does not have explicit conflicts between ideologies, religions and ethnicities but the political and social landscape is plagued with a lot of tensions between various groups. There is a notable level of protracted violence in the country's southernmost provinces linked to a separatist insurgency, which has reportedly caused thousands of deaths. Nevertheless, countering VE is aimed more toward the tensions between contentious parties and not the explicit violence seen in other countries.

Relevance

The evaluation identified many strengths in the project design, including the involvement of beneficiaries and other stakeholders, which ensured their commitment and participation throughout the project cycle. The kinds of activities pursued in support of the project outputs were appropriate and corresponded well to the primary objective: giving the four countries the ability and tools to counter and prevent VE. Overall, the project was clearly relevant to the strategic priorities and areas of focus identified in the Project Document (ProDoc). The evaluation

concludes that the project's relevance is supported by the fact that it is well suited to the national needs of the four countries, as well as the position of UNDP and UNOCT as a trusted partners of the governments.

Effectiveness

Based on the analysis of the accomplishment of activities, the evaluator has determined that the project has made significant progress towards achieving the planned objectives of the three outputs. As would be expected in complex project, performance has been mixed in different output areas with levels of effectiveness varying between activities under the three outputs. Areas where the project has been most effective include: supporting governments in the preparation of NAPs, better informing stakeholders about PCVE, strengthening the resilience of educational institutions and supporting faith-based dialogues. Less effective areas include: establishing Countering Violent Extremism (CVE) observatories, preparation of Sub-National Action Plans (SNAPs) and development of Early Warning Early Response (EWER) capacity. Support for gender mainstreaming and prioritising Sustainable Development Goals (SDG) targets have also been weaker elements of the project. The overall management structure in BRH, and the positive links between UNDP and UNOCT, have provided constructive reinforcement to the operational context behind the project and has enhanced its effectiveness.

Efficiency

Based on the financial data provided to the evaluator (ending in April 2022), the project appears to have used its resources efficiently up to that point. Of the total budget of $8,504,500, the allocations for project activities ($4,124,555.25) represented 48.42% of the total; the balance being taken up by personnel costs (UNDP & UNOCT), travel, communications, monitoring and evaluation and UNDP's general management support fee of 7% of the total. Personnel costs at $2,993,560 represented 35% of the total budget. Total expenditures were slightly less than the budget amounts therefore suggesting an efficient use of funds for the period in question.

However, project efficiency is not just a question of proficiently distributing resources. Apart from timelines, efficiency is a function of economy and cost-effectiveness. "Cost" includes financial, human resources and expertise invested in producing results. As noted above, the project has largely been effective in achieving its objectives. Nevertheless, there have been challenges. The COVID-19 pandemic clearly had a negative impact on project delivery timelines and the "cost of doing business." It is also evident that the recent introduction of Quantum, to replace the long-standing Finance/HR/Procurement/Programme system known as Atlas, has had a serious bearing on the efficient use of staff time as well as causing delays in processing financial obligations to partners. Notwithstanding the above, and the fact that the evaluation scope did not allow for a comprehensive cost effectiveness analysis to be undertaken, the evaluator

concludes that the PCVE has been run efficiently, helped by solid support from the Project Manager in BRH and the UNOCT's Regional Programme Coordination Officer.

Sustainability

There are several areas where the PCVE has created capacity that bodes well for the future sustainability of the kinds of activities developed to date. The support given to the beneficiaries has directly built their capacity to implement and manage projects, as well as enhanced the accountability and effectiveness of initiatives that address the VE priorities of the four countries. The partners evidently understand the political, social, economic and environmental factors that may impact their interventions and would have the knowledge to continue to produce positive outcomes over the longer-term. As such, the project is inherently "sustainable." However, the key issue is whether the resources will be available to maintain progress in a future iteration of the project. Sustainability, at least in terms of external funding, is an uncertain prospect. In interviews, most beneficiaries said that they would not be able to sustain their activities without continued funding.

Cross-Cutting Issues

The statement in the ProDoc that: "Gender issues and a focus on youth will be mainstreamed throughout the work envisaged by the project," is supported by a number of activities although the degree of gender-equality varies by country and by region within countries. Moreover, it is not clear that enhancing the role of women goes much beyond ticking the gender box in most cases. For example, project reports invariably break down the number of participants by gender but rarely highlight women's specific roles or activities. In part, this stems from the failure to develop a gender-inclusive project strategy from the outset. Projects which do have something of a gender component tend to be gender-responsive, rather than gender-transformative. They have contributed little to systematically addressing the root causes of gender inequalities. Although gender-inequality is recognised as a universal problem, it could be summed up as not generally being an issue in all four countries under review. It must be recognized that, in important parts of the region, targeting it remains challenging.

On Human Rights, the ProDoc emphasises that the Secretary-General's Plan of Action to Prevent Violent Extremism and Sustainable Development Goal 16, is anchored in a rule of law and human rights approach. The human rights-based approach of the project addresses the linkage between radicalisation and the abuse of human rights which, in many cases, can lead to violent extremism. The project, by enhancing people's access to CVE training and support increases their systematic engagement in areas that promote their human rights. The project has reinforced and promoted human and democratic rights in the four countries through its support for workshops and trainings that enhance people's ability to participate in decisions that affect their lives. The

project works extensively with marginalized groups such as ethnic and religious minorities, etc., and a human rights approach is well integrated into project activities.

Furthermore, the project's work to develop and implement NAPs has helped to ensure that national responses to VE are gender-inclusive, promote tolerance and respect for diversity and take into consideration the needs and positions of various religious, ethnic and other minority groups. Reference is made in various work plans to efforts made by the project to address discrimination, inequality and marginalisation. For example, in Thailand, the rights of ethnic minorities, as well as members of the LGBTQ community, are given specific attention. In Indonesia, a human rights focus in projects aims to strengthen the capacity of PVE actors, including government, CSOs, and religious organisations in a broad approach supportive of the implementation of the NAP. In the Philippines, UNDP-supported activities in support of conflict prevention and peacebuilding adhere to the basic human rights premise of "do no harm." Projects in Malaysia support grassroots advocacy work to establish connections with local communities on human rights issues and racial discrimination, however, an interviewee expressed his frustration that the government did not take CSO participation seriously in human rights consultations he had attended.

The project has therefore promoted human rights, as well as good governance, by supporting various awareness-raising activities such as discussions and dialogues, as well as conducting evidence-based advocacy on a range of issues that uphold basic human rights principles. The evaluation did not, however, find any focus on the inclusion of persons with disabilities in the project activities.

South-South Exchanges

Various workshops and training sessions have brought together participants from the four countries and could be described as "South-South" exchanges. However, their impact was limited and they do not appear to have resulted in any ongoing cooperation.

Conclusions

The evaluation concludes that the strategic priorities and areas of focus identified in the ProDoc have been a good fit with the national needs of the four partner countries as well as UNDPs position as a trusted partner of the governments. The project has been highly effective in meeting the majority of the output activities presented in the ProDoc. The core objectives of the PCVE provide a solid framework for supporting the governance, conflict-sensitive development planning and peacebuilding priorities of the individual countries. Indeed, throughout the evaluation, it became clear that the strength of the PCVE agenda lies in its alignment with peacebuilding, good governance, empowerment of women and youth, safeguarding human rights and promoting tolerance.

The project has had particular success in promoting youth engagement, including in the digital sphere. Although efforts have been made to ensure a gender-balanced perspective throughout the PCVE, more could be done to highlight important gender issues at the national level.

Although efforts have been made to link specific projects to SDG objectives, it is not evident that the attainment of SDG targets has been prioritised, e.g. through systematic dialogue with CSOs, government officials and marginalised groups. It is clear that in a future phase, UNDP will need to seek integrated and sustainable policy and project options for SDG implementation that are localised.

There has been no apparent effort to expand South-South exchanges to the global South beyond Southeast Asia, thereby missing opportunities to gain broader perspectives on PCVE issues.

The complexity of the VE situation in the region required UNDP to demonstrate high level strategic thinking and analysis throughout project development and it has shown that it has the necessary staff competencies, both in BRH and the COs, to achieve this.

Key Findings

- The project is aligned with the clear PCVE priorities of the governments and UNDP's global expertise in related areas.
- UNDP's and UNOCT's overall approach to providing capacity building and technical assistance to the four countries has established a framework for sustainable CVE activities.
- Efforts to enhance the participation of women in the CVE process have made progress but it has proved difficult to engage women in meaningful gender equity roles.
- UNDP has not played a leading role in promoting SDG attainment at national and regional levels.
- South-South cooperation and learning has been confined to the four countries of focus with no attempt to engage with countries in the broader South.
- Overall, the adoption of a comprehensive approach to PCVE is relevant and appropriate, however, the project design is complex and less focused on a regional aspect and more on the individual countries.

Recommendations

R.1 Significant progress has been made under the PCVE in enhancing good governance and democratic development in the region. In order not to lose the gains made thus far, a follow-on programme (PCVE Phase 3) is recommended to build on the achievements and lessons learned.

R.2 Partnerships with local institutions and CSOs must be developed or reinforced to ensure more inclusive public participation and citizen engagement in project design meetings for a 3rd Phase.

R.3 The Project Document for a Phase 3 should be revisited to enable opportunities for UNDP to engage in developing PCVE initiatives in support of the broader peacebuilding agenda in keeping with the objectives of the Regional Programme Document and UNDP's 2018-2021 Strategic Plan.

R.4 Building on its Governance experience, UNDP should develop a comprehensive SDG support strategy to guide and assist the four countries in the attainment of the SDGs highlighting those where UNDP has or can mobilise top-class expertise. In conjunction, UNDP should support an awareness raising campaign to help attain the SDG targets as part of a broader PCVE strategy.

R.5 For a future PCVE Phase 3, develop a clearly defined results framework, including identification of clear and measurable sub-output, output and outcome level indicators, baselines and targets based on quick assessments involving relevant IPs, Ministries and regional departments, sectoral bureaus, research, training and knowledge institutions for each key sector.

R.6 In designing a future project, UNDP should establish stronger and more robust risk assessment/management mechanisms, in terms of short/medium/long-term risks; and include comprehensive mitigation measures in planning.

R.7 UNDP needs to develop a robust resource mobilisation strategy to strengthen a future PCVE Phase 3. In particular, UNDP should explore funding opportunities with the private sector.

R.8 Given the variation in the capacity and experience of IPs, UNDP should create experience sharing opportunities, for example, during joint monitoring visits, regular meetings, capacity strengthening trainings and South-South exchanges.

R.9 At the local level, UNDP should seek opportunities to support social networks and movements aimed at advancing women's rights, gender inclusivity, marginalized groups and persons with disabilities.

R.10 Youth should feature prominently in a Phase 3 project with a dedicated approach designed to engage them in the new digital environment surrounding PCVE.

R.11 A third phase of the PCVE should give more attention to regional level activities.

R.12 Sustain collaboration and expand information sharing between UNDP and UNOCT staff in the four countries to closely monitor progress on outputs in order to enable rapid course corrections if/as necessary.

SECTION 1: INTRODUCTION, PURPOSE and METHODOLOGY of the EVALUATION.

1.1 Background

1. *"Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity in South-East Asia Phase II,"* is a joint 3-year project between UNDP, UNOCT and the European Union (EU), running from May 1, 2020 to April 30, 2023. The total project budget is $8,504,500, with $257,734.44 coming from UNDP; UNOCT providing $535,566.00; and the EU $7,711,200.00. The project design was based on progress made and lessons learned from an earlier 18-month EU-UNDP project: "*Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity*" which ended in February 2020. UNOCT joined this second phase of the project to coordinate global and regional PVE efforts and to contribute with the delivery of technical assistance activities implemented at the regional and country level. The overall objective of the project is to strengthen the ability of Indonesia, Malaysia, the Philippines and Thailand to identify, respond to and prevent violent extremism.

2. In recognising that radicalisation and extremist violence are commonly found in communities suffering from protracted conflict, real or perceived grievances and social, political or economic marginalisation - and that over-securitised responses to extremism have proven counter-productive - the project has incorporated development approaches to preventing and countering violent extremism in order to respond to and mitigate such risks. As stated in the Terms of Reference (ToR), by leveraging UNDP's field presence, "the project works closely with government counterparts, community leaders, civil society organizations and relevant regional and international organizations to support governments' responses to the pandemic and the threat of violent extremism conducive to terrorism." [1]

3. The following three key sets of activities have been implemented to secure the overall objective outlined above:

- Support ASEAN and the national Governments of Indonesia, Malaysia, the Philippines and Thailand to further develop and implement policy frameworks for Preventing and Countering Violent Extremism (PCVE), ensuring that National Action Plans (NAPs) on PCVE are coherent with all international standards and

[1] Terms of Reference

commitments, and that they model the "whole-of-society" approach in each country as per best practice globally;

- Strengthen knowledge management in regard to violent extremism in Southeast Asia, and mobilise and facilitate a Community of Practitioners to engage on the issue at all levels - regional, national and local;
- Build the capacities of Government and key civil society actors in each country to disrupt processes of radicalisation and recruitment in the places where it is known to occur, while promoting civic engagement and voice, and indigenous cultural traditions of peace, tolerance and respect for diversity.

Key elements of the PCVE Project

4. Based on the Secretary-General's Plan of Action to prevent violent extremism,[2] UNDP and UNOCT have been consistent partners in efforts to address VE globally, providing technical expertise and policy advice to implement national strategies and plans, and to localise the Sustainable Development Goals.[3] Through a partnership approach, UNDP and UNOCT engage with development partners, civil society and the private sector in order to address the development challenges surrounding VE. Within this context, the PCVE project as defined in the Programme Document, aims to:

> "… provide *on demand* technical assistance to support national authorities to integrate a development approach and gender perspective into preparation and implementation of National Action Plans. Building on the project infrastructure, partnerships and good relations developed under the Phase I of the project, UNDP will further support Governments to mobile the "*whole of society*" approach necessary to the national PCVE effort and prepare Sub-National Action Plans as required."[4]

These priorities also echo commitments made in Agenda 2030, particularly Sustainable Development Goal 16: *promoting peaceful and inclusive societies, access to justice and capable and responsive institutions.*[5]

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[2] https://www.un.org/counterterrorism/plan-of-action-to-prevent-violent-extremism

[3] UNDP's global framework: "Preventing Violent Extremism through Inclusive Development and the Promotion of Tolerance and Respect for Diversity," highlights the fact that prevention of violent extremism needs to look beyond strict security concerns to development-related causes of, and solutions to, the phenomenon. At the heart of UNDP's approach is a belief that better governance of diversity will lead to societies better protected against violent extremism. https://www.undp.org/publications/preventing-violent-extremism-through-inclusive-development-and-promotion-tolerance-and-respect-diversity

[4] Project Document PVE Phase II, 5 June, 2020.

[5] https://sdgs.un.org/goals/goal16

5. Given the COVID-19 pandemic, the overall strategy of the project's Phase II was to capitalize on its development approaches to PCVE in order to respond to the crisis as well as help address its socio-economic impact on vulnerable groups.[6]

1.2 Purpose and Scope of the Evaluation

6. The project is subject to evaluation upon its completion. Accordingly, UNDP Bangkok Regional Hub (BRH) commissioned the independent final evaluation of the project to cover the full implementation period (May 2020-April 2023). The evaluation was conducted between April-June 2023 by an independent international consultant in accordance with the methodology and process as described in the Terms of Reference. The Regional Project Manager for the joint initiative at BRH, the UNOCT Regional Programme Coordinating Officer and key staff in the COs helped to identify appropriate key informants, facilitated interviews and provided data collection support.

7. Specifically, the overall purpose of the evaluation was to assess progress toward the achievement of the project objective and outcomes as specified in the project document. The evaluation aimed to assess the implementation approaches, progress made, and challenges encountered, identify and document the lessons learned and good practices, and make specific recommendations for a future course of action should there be a next phase of the project. The focus was on four evaluation criteria, the project's relevance, effectiveness, efficiency and sustainability with an overriding interest in its approaches to the cross-cutting issues of gender and human rights. A number of guiding questions set out in the ToR, (See Annex 3) together with additional questions developed by the consultant, served to flesh out the evaluation criteria and formed the basis for the interviews with stakeholders and interested parties.

8. The Final Evaluation (FE) will serve as an important learning and accountability tool, providing UNDP, UNOCT, the EU, national stakeholders and partners with an impartial assessment of the

[6] There is clear evidence that the lockdowns stemming from COVID-19 have driven VE and terrorism underground and that things like radicalisation and hate speech have grown exponentially through the use of the internet and other social media. Moreover, COVID-19 has had a disproportionate impact on women and girls, both in terms of their potential radicalisation through social media, as well as by limiting the kinds of community interactions that have traditionally stabilised their role in society. This presents new challenges to those trying to combat VE.

results generated by the project. In reviewing progress towards the achievement of the results and outcomes, the FE sought to identify signs of success and areas for improvement that could guide its future direction; in particular, regarding the potential for a next phase of the project. In addition, the FE was charged with assessing the project's contribution to the attainment of the Sustainable Development Goals (SDGs) in the countries covered; the most relevant SDG being, SDG 16 "Peace, Justice and Strong Institutions." SDG 16 puts emphasis on development policies and programmes at the core of efforts to address the underlying causes of fragility, thereby tying SDG 16 to the international agenda to promote peacebuilding and state building as well as aid effectiveness. SDG 16 also flags the key role strengthening the rule of law, good governance and promoting human rights plays in promoting peaceful, just and inclusive societies and as an accelerator for the 2030 Agenda for Sustainable Development.[7] The attainment of SDG 16 is therefore highly relevant in the context of efforts to target violent extremism.

9. The primary users of the evaluation are the UNDP BRH, UNDP country offices (CO) in Thailand, Malaysia, the Philippines and Indonesia, the Regional Bureau for Asia-Pacific, UNOCT, the European Union Delegations in the four implementing countries, Governments of the four focus countries, beneficiaries and the wider donor community who have been supporting PCVE through CSO support. This report brings together the findings, conclusions and recommendations from the various processes of the evaluation.

1.3 Evaluation framework and methodology

*Approach and metho*d

10. A mixed-methods approach combining key informant interviews (KII) and desk review of relevant documents were the bases of the evaluation (see the bibliography, Annex 2). All interviews were conducted remotely. In total, 35 interviews were held, including 23 female

[7] In September 2015, UN member states adopted the 2030 Agenda for Sustainable Development, a 15-year global framework centred on an ambitious set of 17 Sustainable Development Goals (SDGs), 169 targets and over 230 indicators. The 2030 Agenda envisions a secure world free of poverty and hunger, with full and productive employment, access to quality education and universal health coverage, the achievement of gender equality and the empowerment of all women and girls, and an end to environmental degradation.

participants. Of the 35 interviews, 11 were with UNDP, 4 with UNOCT, 1 with UNODC and the UN Resident Coordinator was also interviewed. In addition, there were, 4 interviews with EU representatives, 4 with government agencies and the balance with beneficiaries or affiliated organisations (See Annex 1 for the list of names and organisations). This approach enabled the evaluator to triangulate information and perspectives by comparing multiple sources and methods to arrive at reliable conclusions, identify lessons learned and develop targeted recommendations. A set of 25 evaluation questions (EQ) in the ToR served to build a strong evidence base and formed the foundation for the documentary research and Key Informant Interviews. Some additional questions, focused on the roles and activities of specific stakeholders, were developed as the interviews progressed. Further, it was noted that since the individual EQs were specific enough, most of these rendered themselves to be broken down into specific judgement criteria (JC).

11. Based on the EQs, and criteria provided in the ToR, the consultant developed an evaluation matrix mapping the EQs and JCs, as well as indicative methods and sources to enable a systematic approach to the data gathering exercise (see Annex 5). The JCs were based on various commitments made in the Project Document, UNDP/UNEG evaluation guidelines, as well as an understanding of the regional context pertaining to PCVE.

12. At the start of the exercise, it was noted that there were some overlaps between some EQs: sometimes the same question had been articulated differently with little substantive difference. The evaluation therefore combined answers to overlapping EQs but this did not affect the integrity of the evaluation. An evaluability assessment (EA) based on the evaluation matrix was undertaken at the inception stage in order to understand the feasibility of addressing the EQs and the challenges and shortcomings that might be faced during the evaluation.

The EA involved the following steps:

- A rapid scan of documents provided by UNDP and UNOCT, as well as those available in the public domain, was undertaken to assess the availability and quality of evaluable data to contribute to addressing the EQs.

- A rapid assessment of each JC for the type of data that will be required and the likely feasibility of the evaluator being able to gather credible data in the limited time he had.

13. At the programming level, the evaluator examined the Theory of Change (ToC) underpinning the Project Document and the underlying assumptions. All documents provided by UNDP related to the project were reviewed, including the Mid-Term Evaluation (MTE), progress reports and minutes of Project Steering Committee meetings. A literature review of background material pertaining to PCVE provided the necessary context. In-depth consultations were held with numerous stakeholders using the evaluation questions as a basis for discussion. As the evaluation progressed, the interviews became increasingly important to further explore specific aspects of the assignment and to follow up on issues that had emerged in previous discussions.

Data mapping, triangulation and analysis

14. Throughout the evaluation, data collected from both primary and secondary sources were recorded systematically for evidence assessment based on the judgement criteria developed for each EQ as defined in the evaluation matrix. Data and information collected through various means and sources were constantly triangulated to enhance the validity of the findings, mainly through comparing the information gathered in the process. Where discrepancies occurred that could not be resolved, the evaluator did not use such data for drawing findings or conclusions.

1.4 Evaluation ethics and data protection

15. The evaluator followed the UN Evaluation Group (UNEG) ethical guidelines throughout the evaluation process.[8] Protecting personal data is essential in any evaluation in order to respect dignity and ensure the security of all stakeholders involved. The consultant ensured full confidentiality of data provided, accessed and produced during the course of his work, unless information was obtained from sources that are in the public domain. Any personal data collected has been minimal and anonymised in the report. Although the names and titles of individual interviewees were collected and appear in Annex 1, their names or any other details

[8] UN Evaluation Group (2008). UNEG Ethical Guidelines for Evaluation.

that could be traced back to them are not presented in the report. The information knowledge and data gathered in the evaluation process will also be solely used for the evaluation and not for other uses without the express authorization of UNDP and partners.

16. The independent international evaluator has had no previous dealings with BRH, nor has he been involved with the design and delivery of any projects in any of the countries under review. He is contractually obliged not to publish or otherwise communicate to third parties, through any medium whatsoever, any information obtained during this evaluation, except those presented in the report. In his communications with stakeholders, the evaluator explained these commitments and procedures in a transparent way in order for participants to understand the data protection protocol.

1.5 Limitations of the evaluation

17. There were some limitations to remote data gathering for the evaluation and the evaluator addressed these by expanding the desk review of available material, conducting online consultations by ZOOM/TEAMS with as much flexibility as possible and conducting follow-on queries by email exchanges with stakeholders. To further mitigate the challenges around information gathering, the consultant broadened the scope and depth of secondary data analysis by including external reviews, assessments and evaluations and progress reports to cross-reference the data and validate the findings. However, this was not a perfect solution as a full catalogue of background documentation, including monitoring/progress reports was not available for all project activities, nor was much of the information supplied to the consultant in a timely manner. On specific problems, it was noted that the Annual Workplans for 2022 for each country were exactly the same as those for 2021 with the information therein simply cut-and-pasted from the previous year. Although budgetary and expenses data were provided, these were dated. The evaluation has therefore relied largely on qualitative data and anecdotal evidence to assess results.

18. It was difficult to secure interviews with some stakeholders and UNDP staff in the time allotted for the evaluation because of vacations around Ramadan and conflicting schedules. Again, given the time constraints, it was not possible to arrange interviews with some

government officials, notably in Thailand, because of their requirement for 14-days advanced notice.[9] Despite the above, there were no major technical impediments preventing the consultant, based in Canada, to actually gather data remotely and he is appreciative of the flexibility of interviewees in working around the time difference. The consultant's view is that the broad range of interviews and the available documentation provided adequate opportunities to compare information and ensure data gathered during the evaluation could be corroborated.

SECTION 2: THE CONTEXT OF VIOLENT EXTREMISM IN SOUTHEAST ASIA

2.1 Background

19. Although VE remains a significant challenge in Southeast Asia, based on the evaluator's experience and extensive research, it is not at a level that poses an existential threat in the four countries that are the focus of this evaluation.[10] The degree of VE exposure varies from country to country, depending largely on the prevalence of the accepted "drivers" of VE - lack of socio-economic opportunities; marginalization and discrimination; poor governance, violations of human rights and the Rule of Law; historical injustices, prolonged and unresolved conflicts; and radicalization in prisons.[11] A key finding of a recent study, commissioned by UNDP and the EU, was that "government narratives, policies and actions play a critical role in determining how soon, and how effectively, countries are able to address the challenge of VE."[12] In general, military/security measures to address VE have proved counter-productive and, often, have exacerbated the problem. UNDP's human security-based approach underlines the importance of addressing the structural drivers of VE through development and emphasises "prevention" as the key objective. Hence, the PCVE project is highly relevant to addressing the challenge of VE in Southeast Asia.

[9] According to the CO, scheduling interviews with government officials also posed a problem in Indonesia because EU-contracted evaluators had just finished interviewing government officials for a similar purpose.

[10] Notwithstanding the prevalence of a variety of ethno-nationalist groups in all of the countries under review, apart from Mindanao in the Philippines, violent extremism is relatively rare in the region.

[11] UNODC University Module Series: Counter-Terrorism. "Module 2: Conditions Conducive to the Spread of Terrorism."

[12] "Entry and Exit Points: Violent Extremism in South-East Asia," UNDP 2020.

2.2 The Focus Countries

20. The following sections on the four countries under review draw out their activities on CVE and their exposure to terrorism according to their ranks in the Global Terrorism Index.[13]

2.2.1 Indonesia

21. Since the Bali bombings of 2002, Indonesia has played the key role in the region in addressing VE. It was one of the first countries to produce and implement a National Action Plan (NAP) on preventing and countering VE (2020),[14] and it took the lead in the preparation of the Bali Work Plan for the implementation of the ASEAN Plan of Action to Prevent and Counter the Rise of Radicalisation and Violent Extremism in 2019. It has been largely successful in targeting extremist cells through a strong combination of intelligence gathering, police work and community support.

22. At the state level, the National Counter-Terrorism Agency of Indonesia (BNPT), has formulated a national policy framework for countering violent extremism. This action plan consists of three pillars, (i) prevention; (ii) law enforcement and strengthening legislative frameworks; and (iii) building partnership and strengthening international cooperation.[15] Since 2017, the Government of Indonesia already initiated the development of the NAP P/CVE; therefore, the first phase of the PROTECT Project provided extensive support to accelerate the issuance of the NAP on P/CVE through several activities.[16] The above not withstanding, the country is the largest contributor of fighters to extremist Islamic causes in places like Syria - hardly surprising given that Indonesia is the biggest majority Muslim country in the world.[17] Isolated terrorist attacks, and especially the use of women and children as perpetrators, have shown that Indonesia cannot let down its guard. Indonesia ranks #24 on the Global Terrorism Index (GTI).

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[13] The Global Terrorism Index (GTI) is a comprehensive study analysing the impact of terrorism for 163 countries covering 99.7 per cent of the world's population. Global Terrorism Index | Countries most impacted by terrorism (visionofhumanity.org)

[14] NAPs have been developed at different stages as countries iron out what support is required and what degree of coordination is required within their governments.

[15] "Rencana Aksi Nasional Penanggulangan Ekstremisme berbasis Kekerasan yang Mengarah pada Terorisme" (RAN PE)/National Action Plan on Preventing and Countering Violent Extremism (NAP P/CVE) that leads to Terrorism. Project Document, UNDP CO Indonesia, July 2019, p. 1.

[16] Ibid.

[17] Only two people per million Muslims in Indonesia left home to fight with IS in the Middle East but, in a country of 273 million, that represents a significant number.

2.2.2 Malaysia

23. Although Malaysia experienced a VE event in June 2016, with a grenade attack on a bar in a suburb of the capital, this is not a common occurrence in the country.[18] It ranks at the lowest level of the four countries at #75 on the GTI but, nevertheless, it remains susceptible to VE threats. In fact, its peaceful situation has contributed to the difficulty UNDP has had in trying to provide support to the government as it pursues a national process in the development of a NAP on PCVE.[19] The government has been reluctant to even let foreign agencies, like UNDP, enter the Ministry of Home Affairs, the body responsible for law enforcement, public security and national security, lest it be implied that it might be susceptible to VE/terrorism. However, behind this façade, indications are that a NAP has been produced but when it will see the light of day remains a mystery.

24. To support social cohesion as part of economic recovery, UNDP strengthened efforts on establishing key partnerships with the Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT), the All Party Parliamentary Group Malaysia on Sustainable Development Goals (APPGM-SDG), and the Legal Affairs Division (BHEUU) under the Prime Minister's Department. In terms of knowledge products, UNDP and APPGM-SDG published a Trainer's Manual on 'Building Inclusive Communities', which aimed to provide local government, CSOs and community leaders with the knowledge and skills to incorporate values of social cohesion such as diversity and inclusivity, into their daily programming and outreach activities. It is envisioned that this Manual will improve the delivery of services to their respective communities to ensure that no individual and/or group is excluded.[20]

25. Although it has not suffered to the same degree as the other countries in this review from VE and terrorism, there are underlying tensions surrounding growing Malay nationalism. Moreover, Malaysia has a history of homegrown militants joining regional and international conflicts and it should be prepared to deal with eventual returnees.

[18] The attack was conducted by supporters of the Islamic State in Iraq and Syria (ISIS) and injured eight people.

[19] Nevertheless, UNDP has had engagements with the NAP PVE research team (contracted by MOHA) and has supported efforts by Indonesia to share its experience with its NAP. UNDP has also helped build the capacity of other stakeholders, e.g. SEARCCT, in relevant areas such as M&E.

[20] Results-Oriented Annual Report (ROAR) Malaysia, 2022.

2.2.3 The Philippines

26. Of the four countries that fall under the project, the Philippines has experienced the longest period of VE, most of it occurring in the southern island of Mindanao and centred on the Bangsamoro Autonomous Region in Muslim Mindanao (BARMM). The country is the highest of our sample on the GTI at #18. Although VE has declined since the establishment of the BARMM in 2019, there have been several intense flare-ups, including suicide bombings, since then. The region remains susceptible to resurgent VE because of its underdevelopment, lack of employment opportunities for youth and widespread poverty. Traditionally, the government's counter-terrorism approach has been to use its defence and law enforcement capacities to counter the militants. However, recognising that the underlying conditions that drive VE must be addressed, the Philippines government, with the assistance of UNDP, has been the first in the region to implement a National Action Plan on PVE as a "whole-of-society" approach to the problem.

27. The main objective of the NAP is to prevent radicalization leading to violent extremism through a whole-of-nation approach or the convergence of the government, civil society organizations, religious sector and other key stakeholders. Further, the specific objectives of the NAP are to:

- Institutionalize P/CVE strategies from the national down to the grassroots levels;
- Involve the different stakeholders across the broadest spectrum of the society in implementing P/CVE programs;
- Apply a comprehensive and people-centered approach to address the different drivers of radicalization;
- Ensure that P/CVE strategies are inclusive and culture and gender-sensitive; and,
- Ensure that P/CVE strategies uphold the rule of law, international human rights law, and international humanitarian law.[21]

As such, the NAP falls neatly within UNDP's broader initiatives to support peacebuilding and socio-economic development on Mindanao.

[21] PHILIPPINE NATIONAL ACTION PLAN ON PREVENTING AND COUNTERING VIOLENT EXTREMISM: Monitoring, Evaluation, Accountability and Learning Framework Concept Note.

2.2.4 Thailand

28. Similar to Malaysia, Thailand doesn't have explicit conflicts between ideologies, religions and ethnicities but the political and social landscape is plagued with a lot of tensions between various groups. Countering VE is aimed more toward the tensions between contentious parties and not the explicit violence we see in other countries. There is persistent violence in the southern border provinces and the deep-rooted problems outlined above suggest that violent extremism against people of different identities, religion, socio-economic status and political beliefs is a distinct possibility. For example, extreme nationalist Buddhist groups are growing in strength and fomenting a growing anti-Islamic fervour across the country.[22] In response, the government aims to adopt a whole-of-society approach to address the tensions and promote peaceful resolutions.

29. Thailand continues to take serious efforts to prevent and contain terrorist threats through national legislation, capacity building, information sharing and strengthening regional and international cooperation. Thailand's counter-terrorism measures also include sustainable development strategies, international cooperation and interfaith dialogue to deter the pervasive threat of terrorism to Thailand's national security. The Counter-Terrorism Strategy of Thailand is a proactive and comprehensive management plan that focuses on prevention, preparedness, response plans, recovery, mitigation, adaptation and threat risk reduction. Thailand ranks at #26 in the GTI.[23]

2.3 Validity of the Theory of Change

30. The theory of change model on page 18 of the ProDoc captures the central logic of the project with its essential components. The final evaluation report of Phase l of the project highlighted the following three key challenges which needed to be addressed in order to effectively respond to ongoing issues of radicalisation and violent extremism in Southeast Asia:

[22] At a roundtable discussion: "Understanding the Situation of Buddhist Extremism in Thailand" organized by the Institute of Asian Studies and MOVE funded by the EU, UNDP, & UNOCT in Bangkok on 2 August 2022, it was agreed to avoid the term "Buddhist extremism" and "Buddhist Nationalist Activism" was chosen as the preferred term.

[23] Thailand's Measures to Eliminate International Terrorism Presentation of the Permanent Mission of the Kingdom of Thailand to the United Nations 28 May 2020

- There remains a lack of reliable data, baseline indicators, and established best practices that address the root causes of violent extremism as well as the ways to measure efforts to Prevent Violent Extremism.
- Communities remain vulnerable to violent extremism and radicalization due to growing intolerance, and socio-economic and political marginalization.
- There is a growing risk of communities being radicalized, and misinformation being spread in the online space.

These conclusions remained valid in the context of the Mid-Term Evaluation (MTE) of the project as well as in this final evaluation.

31. The consultant who conducted the Mid-Term Evaluation of the project argued that baselines to complete the regional results framework should have been completed before Phase 2 started and that the absence of these prevented meaningful assessment of the project's results. This final evaluation of the project faced the same problem. The results framework attached to the Project Document, where it refers to baselines, contains numerous "TBC" notations and does not provide a basis for measuring the achievement of the targets presented for the years 2021-2023. If more up to date information is available, the evaluator was not made aware of it.

32. That said, some of the indicators appear rather too broad and general to properly measure the achievement of results, e.g., "the number of gender responsive interventions implemented under the NAP (disaggregated by national, sub-national and community level", and "number of vulnerable/at risk youth (disaggregated by sex) who state that their capacity to identify hate speech and violent extremism has increased". It is impossible to untangle the effect of recent interventions from the cumulative effect in the absence of clear baselines to compare against. Given the poorly defined results framework and insufficient performance indicators, it is difficult to conclusively determine how well the project has performed in meeting its objectives. (See section 3.1.2, below, for an assessment of project effectiveness). Overall, the adoption of a comprehensive approach is relevant and appropriate, however, the project design is complex and spread thin across the four countries and reaches out to all regions.

SECTION 3 FINDINGS OF THE EVALUATION AND ASSESSMENT AGAINST EVALUATION CRITERIA

3.1 Overview

33. The presentation of the findings of this review is organised in accordance with OECD/DAC evaluation criteria and is consistent with and focussed on answering the 25 evaluation questions listed in the ToR. The findings form the basis of the lessons learned and recommendations presented in the last section of this report. The evaluation criteria are broken down under four headings, i.e., relevance, effectiveness, efficiency and sustainability. In addition, two cross-cutting issues - gender and human rights - are also assessed in the report. From this starting point, the evaluator has addressed the questions under each evaluation criteria heading.

34. The project recognises that VE, terrorism and development issues are interrelated and should be addressed comprehensively. As a result, the outcomes and outputs were defined in a very broad manner. Overall, the adoption of a comprehensive approach is relevant and appropriate, however, the project design is complex and less focused on a regional aspect and more on the individual countries. The advantage of this is that there is a high degree of local ownership at the national level which has encouraged flexibility and adaptability to circumstances (see individual country assessments below).

35. The project design also addressed the need to be responsive to the needs and priorities of vulnerable groups, particularly to those of women. Gender issues were clearly identified in the ProDoc as to be mainstreamed throughout the work envisaged for the project. However, there is no direct reference to gender in the ToC. Although there are some examples, notably in Thailand and Malaysia, where projects specifically link long-term preventive solutions that address the root causes of conflict to SDG attainment, there has been no direct effort to use the SDGs as an entry point to solidify the project's strategic objectives.[24]

[24] For Example, in Thailand, the project "Supporting Civic Empowerment Platform and Strengthening Voice and Engagement from the Southern Border Provinces (SEP II)" with the Institute for Peace Studies, Prince of Songkla University, addresses SDG 16. In Malaysia, the project with All-Party Parliamentary Group Malaysia on Sustainable Development Goals (APPGM-SDG), targets SDG 16 and is also relevant to SDGs 4,5,8, &10. The evaluator has not identified any SDG-related projects in Indonesia and the Philippines.

36. In general, in completing this final evaluation, the evaluator found no substantive difference in the conclusions of the Mid-Term Evaluation (that the PCVE is "fit-for-purpose") and those of the final evaluation of Phase 1, ("the project has been a highly successful initiative"). Certain nuances to support these conclusions are drawn out in the following sections of this report.

3.1.1 Relevance

37. Overall, the evaluation identified many strengths in the project design, including the involvement of beneficiaries and other stakeholders to ensure their commitment and participation throughout the project cycle. It targeted strengthening the institutional frameworks critical to the delivery of results, including building the capacities of the beneficiaries. The design of Phase 2 also incorporated recommendations and lessons from the evaluation of Phase 1 including, for example, demonstrating the value of a whole-of-society and comprehensive approach to PCVE.[25] The evaluation has determined that the project is highly relevant to UNDP's governance and democratic participation agenda and to the needs and interests of the various target groups. More importantly, interviewees, across the board, attested that the objectives of the project were well aligned with governments' priorities.

Specific comments from interviewees and reports confirm that:

- UNDP and UNOCT support through trainings, system strengthening and improving implementation capacity is regarded as highly relevant in addressing gaps in knowledge and capability.
- The project has promoted human rights and gender equality by supporting relevant activities.
- The PCVE has stimulated key governance issues such as citizens' participation, transparency, accountability and inclusion.

[25] See Mid-Term Evaluation Report "EU-UNDP Mid-term Evaluation of the Project "Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity - Phase II" UNDP Bangkok Regional Hub and UN Office of Counter Terrorism Final Report. Shahrbanou Tadjbakhsh, Consultant May 2022, and the Final Report of the Evaluation of Phase 1 "EU-UNDP "*Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity*" (PROTECT) Final Evaluation, April 2020 Philip Peirce, Independent Consultant.

Indonesia

38. Under Output 1, the relevance of the project has been affirmed by the provision of technical assistance to the Government leading to the adoption of the NAP,[26] the enactment of one Sub-National Action Plan (SNAP) and other draft measures aimed at preventing and countering VE.[27] Under Output 2, the project has supported efforts to fill in knowledge gaps on PCVE and, under Output 3, the project has improved community resilience and enhanced capacity to recognise hate speech, misinformation and extremist narratives as well as support an Early Warning Early Response (EWER) system.[28] Given that the outputs reflect the overall objective of the project,[29] the activities in Indonesia are therefore highly relevant.

39. The relevance of the project is further supported by the fact that it has worked with reputable national CSOs (thereby avoiding any implication that there may be a foreign hand behind the approach) and has focussed on activities that have an influence on radicalisation, de-radicalisation, rehabilitation and the reintegration of targets of terrorists and complicit people.[30] An important initiative being developed, with the support of the EU and the help of UNDP and other development partners under the project, has been the development of a new information platform created by the government - the Indonesian Knowledge Hub on PCVE (I-KHUB). The establishment of I-KHUB provides a digital platform for monitoring, evaluating and reporting on the effectiveness of the NAP's implementation and for improving coordination, collaboration, cooperation, planning, and implementation of CVE programs among donors. It contains "all kinds of possible information related to CT, groups, activities, attacks, whatever and also related to

[26] The NAP consists of three pillars focusing on Prevention (National Preparedness, Counter-Radicalization, and Deradicalization); Law Enforcement, Witness and Victims Protection, and Strengthening Legislative Frameworks; and Partnership and International Cooperation, all of which are based on a whole-of-government and a whole-of-society approach. Statement by Mr. Andhika Chrisnayudhanto, Deputy for International Cooperation of the National Counter Terrorism Agency of the Republic of Indonesia on Open Briefing of the Counter-Terrorism Committee on the Work of the Counter-Terrorism Committee Executive Directorate (CTED) with the Member States of South and South-East Asia Pursuant to Security Council Resolution 2395 (2017) video conference, 14 February 2022.

[27] The results were achieved by supporting 75 activities with the National Counter Terrorism Agency, Ministry of Women Empowerment and Child Protection and the Witness and Victim Protection Agency that engaged 2732 participants from relevant ministries, state agencies and CSOs. "Preventing Violent Extremism Through Promoting Tolerance and Respect for Diversity in South-East Asia, Phase 2," UNDP Indonesia input to the Final Report, Reporting Period April 2020-April 2023.

[28] Ibid.

[29] To strengthen the capacity of PVE actors, including the government both at national and sub-national levels, CSOs, religious organizations and academia in preventing and countering violent extremism through three approaches: providing policy advocacy support to implement the NAP PVE; strengthening the PVE actors' network in the country and evidence-based knowledge on PVE; as well as enhancing the capacity and resilience of youth, religious organisations and women towards the extremist narratives and processes of radicalisation. ProDoc (Indonesia), p. 5.

[30] KII.

organisations that work on it." [31] The specific contribution of the CO to this exercise included facilitating capacity building for stakeholders to effectively utilize the platform for monitoring and evaluation, reporting, and coordination purposes and to promote evidence-based policy making.[32]

40. For its part, UNOCT developed a good relationship with the Indonesian Counter Terrorism Agency (BNPT), which partnered on the delivery of a "Whole-of-Society Crisis and Strategic Communications Workshop for PCVE." The workshop brought together government, civil society and media, to deploy a new approach to counter terrorist narratives, working to prepare governments for better crisis communications responses for PCVE in Indonesia.[33]

Malaysia

41. Given the reluctance of the government to engage with UNDP on the development of a NAP, as well as the weakness of the CSO community in Malaysia,[34] the project has focused on producing research and building local capacity on priority areas such as community resilience and M&E in the context of PCVE with youth, CSOs, grassroots leaders, and SEARCCT (the Southeast Asia Regional Centre for Counter-Terrorism.) UNDP has developed a good working relationship with SEARCCT,[35] for example, to facilitate the development of a network of CSOs for information sharing, coordination and knowledge exchange on PCVE (for both the Malaysia CO and other COs in the region).[36] SEARCCT will subsequently play the role of the implementing partner for this Community of Practice (COP), thereby ensuring that the network is both nationally-driven and sustainable in the long-run. The COP aims to promote multi-stakeholder partnerships in PCVE via opportunities for joint programming, as well as exploring capacity-building initiatives for CSOs

[31] KII.

[32] Communication with the CO.

[33] Survey data of participant's views on the value of the workshops can be found in Annex 4.

[34] As an example, one CSO reported in an interview: "During our discussions with CSOs on the NAP, the experience was not that pleasant because we found out that the consultations with the government were just to tick the box. They didn't pay attention to what we said. In the first one they weren't there to listen to us, they just wanted us there. In the second meeting it was clear that no attention had been paid to what we raised in the first meeting and that we were just there for show."

[35] SEARCCT serves as a regional counter-terrorism centre, focusing primarily on training, capacity-building, research, digital counter messaging and public awareness programmes.

[36] KII.

based on their respective programming and priority areas.[37] This is an initiative that is relevant to the overarching goals of the project and will provide a good basis for future government engagement with it. Additionally, the UNDP team had also engaged with Ministry of Home Affairs (MOHA) officials to provide M&E support to the NAP on a longer-term basis, beyond the end of the current project.

42. SEARCCT's primary focus is on VE and peacebuilding and it has developed a number of important initiatives with UNDP, for example, on Strategic Communications, youth and terrorism, and reintegration; relations between the two entities are reportedly excellent. SEARCCT has also worked to build the capacity of CSOs, for example by preparing a handbook on how to develop strategies to address PCVE, as well as another aimed at the media for reporting on VE events. They organise a number of activities, some with UNDP and UNOCT, as well as other parties, aimed at enhancing awareness and capacity on approaches to addressing PCVE.

43. Indonesia has been helpful in reassuring the MOHA of the value in having a NAP to address potential VE issues and that seems to have triggered movement in the right direction in Kuala Lumpur. Pending approval of the NAP, the CO has pursued a number of relevant PCVE initiatives, for example, capacity-building activities and workshops on countering hate speech, training with civil society organisations on strengthening their roles in conducting monitoring and evaluation of PCVE, and multi-stakeholder engagements that aim to build trust between key PCVE stakeholders in Malaysia (government agencies, CSOs, and academicians). UNDP has also supported research and the production of a number of handbooks on PCVE to address a knowledge gap on the subject in society.[38]

44. UNDP's engagement with the few NGOs who do work in the field in Malaysia remains robust. However, aside from the Ministry of National Unity (MNU) (who requested to postpone its project with UNDP on a related project on social cohesion), there are not many other relevant

[37] IFOCUS GROUP DISCUSSION: "Developing a Community of Practice (COP) for Civil Society Organisations in Malaysia on Preventing and Countering Violent Extremism (PCVE)", 10 AUGUST 2022.

[38] For example, UNDP and the All-Party Parliamentary Group Malaysia on the Sustainable Development Goals (APPGM-SDG) published a Trainer's Manual on 'Building Inclusive Communities', which aimed to provide local government, CSOs and community leaders with knowledge and skills to incorporate values of social cohesion such as diversity and inclusivity, into their daily programming and outreach activities. Results-Oriented Annual Reporting (ROAR) Section C.

government partners that can work on issues of national unity and social cohesion. Therefore, UNDP faced challenges in accessing ministry-level networks on PVE, despite the work it has done with other stakeholders in the topic.[39]

45. UNOCT and SEARCCT also developed a good relationship through their partnership on the design, organisation and delivery of the "Whole-of-Government Crisis and Strategic Communications Workshop for PCVE" which gathered various departments working on PCVE to develop a shared PCVE narrative and tested the narratives in a live crisis simulation.[40] The approach took a whole-of-government approach to strengthen coordination and communications across government with the aim of increasing the effectiveness of crisis response.

Philippines

46. As noted, the Philippines has suffered the highest and most serious incidences of VE in the region, albeit that the terrorism threat has declined in recent years.[41] The main objective of the NAP PCVE is: "to prevent radicalization leading to VE through a whole-of-nation approach or the convergence of the government, civil society organisations, religious sector and other key stakeholders."[42] The focus has been on building community resilience and promoting peaceful engagement as well as supporting policy at the national and subnational levels in terms of harmonizing the implementation of the NAP.

47. UNDP and UNOCT have supported the Department of the Interior and Local Government (DILG) in implementing the NAP through various initiatives and workshops, including aiding in the localisation of the NAP in the Bangsamoro Autonomous Region in Muslim Mindanao (BAARM). UNOCT held both online and in person "whole-of-government" capacity building training focused on strategic communications to support implementation of the NAP, which

[39] ROAR, p. 4.

[40] Survey data of participant's views on the value of the workshops can be found in Annex 4

[41] According to the National Intelligence Coordinating Agency (NICA), the decline can be attributed largely to the loss of key leaders, neutralisation of financial conduits, mass surrenders and peacebuilding initiatives by the government and civil society bodies. National Action Plan on Preventing and Countering Violent Extremism (NAP P/CVE) 2020-202, Final Report on Key Milestones, Challenges, Good Practices and Recommendations, February 2023, p. 5.

[42] The National Action Plan on Preventing and Countering Violent Extremism (P/CVE), p. 8.

yielded strong results in terms of technical skill development and connections across government agencies.[43] UNDP is providing support to the BARMM Local Government Units (LGUs) in areas such as governance, economic development, disaster risk reduction and peacebuilding. This helps the LGUs promote social cohesion and community resilience by supporting them in conflict-sensitive development planning and implementation as well as promoting inter-faith dialogues and inter-cultural exchanges.

48. UNDP has also helped advance a Peace and Development Roadmap for activities from 2023-2028 to bring together different sectors and different stakeholders to identify solutions to address VE. As mentioned by one interviewee, this offers sustainability to the PCVE because "if the government changes, the roadmap will not." Capacity development has helped the different regional offices to understand the relevance of the PCVE to their local contexts. A lot of the engagement and the technical assistance has been extended to the Province of Lanao del Sur, one of the poorest provinces, where Marawi City is located.[44] The siege of Marawi in 2017 became a turning point for the provincial government to develop its own peacebuilding roadmap.

49. In addition, a priority has been to build knowledge management capacity through an arrangement with the Mindanao State University (MSU). MSU has a peacebuilding mandate and its campuses are located, in conflict-affected areas. The mandate of the MSU is to work to attract young people to go into education rather than to join armed groups and its cooperation with UNDP, as noted in an MOU between the them, focuses on 1) peace education, 2) peace and development research and 3) peace action and advocacy. The ultimate objective is for MSU to become the National Peace University of the Philippines.[45] The project also works with youth to address hate speech and misinformation as well as with religious leaders to promote dialogue in support of faith-based narratives towards preventing violence, resolving conflict and recognising tolerance and respect for diversity.

50. UNDP has been providing technical assistance to all national government agencies in areas like M&E, accountability, learning and the localisation of NAP efforts in the Muslim area. Of

[43] Survey data of participant's views on the value of the workshops can be found in Annex 4

[44] KII.

[45] Memorandum of Understanding Between the United Nations Development Programme and the Mindanao State University System.

particular note, UNDP has provided training on the MEAL plans (Monitoring, Evaluation, Accountability, Learning) which, according to some participants, has been beneficial to agencies responsible for monitoring and evaluating the implementation of the NAP PCVE.[46] All in all, the project's activities in the Philippines are highly relevant in supporting the government's peace agenda.

Thailand

51. In collaboration with Thailand's National Security Council (NSC), UNDP Thailand provided technical assistance and facilitated multi-sectoral cooperation; including civil society, academia, vulnerable groups (such as women, disabled individuals and ethnic groups) for the creation of Thailand's National Action Plan for Prevention of Violent Extremism, which was approved by the Cabinet in September 2022. The NAP included not only social, economic and cultural dimensions, but also people participation. People participation is considered a key mechanism for addressing VE and is a focus of all parties including CSOs.[47] However, a challenge has been explaining the PVE concept in the Thai context where there have been no recorded events of VE in recent years. The government is very wary of any international interference and the National Security Council doesn't want UNDP to use the term VE. Even the term NAP is not used, it has recently become called "Guidelines on Strengthening Co-existence amidst Social Diversity."

Moreover, there is a tendency to dismiss the idea that Thailand may be prone to VE. According to an interviewee:

> "… this is not completely wrong and, apart from the deep south, the level of violence stemming from social/political conflict is not as great as violence from organised crime. Even in the deep south, where armed conflict between the Thai state and Malay Muslims has transpired for twenty years, it is not strictly speaking an extremist phenomenon or an insurgent movement, it is more centred on the idea of self-determination."

52. As a result, UNDP has tiptoed around the use of the term VE and has worked with the academic community to frame PVE in a way that is less offensive to government counterparts.

[46] KIIs

[47] The Knowledge Management Advisory Board on Social Cohesion, 4th Board Meeting, 20 December 2022.

UNDP's support for the project has therefore had to accommodate the sensitivities of the government but, nevertheless, has succeeded in supporting relevant initiatives such as advocating for the ethnicity law and promoting diversity and social inclusion by working on a draft law on ethnic minorities. Basically, UNDP has furthered the Human Security approach to the priorities it has identified.

53. UNDP also supported the establishment of a Monitoring Centre on Organised Violence Events (MOVE),[48] a kind of national PCVE observatory, set up in June 2021 at the Institute of Asian Studies, Chulalongkorn University, Bangkok. MOVE aims to gather data on incidents of organized violence which can eventually be narrowed down to find linkages to VE. The MOVE represents a good example of local ownership of a UNDP project given that it has been institutionalized in the university.

54. UNOCT delivered a workshop in partnership with the National Security Council (NSC) and UNDP. The workshop provided practical skills for Thai officials in preparing for and responding to a crisis, and specifically a terrorist attack, and included a capstone "live" crisis stimulation, using an online simulation tool Conducttr, and "pressure tested" the officials in the aftermath of a violent extremist attack. The training yielded strong results in terms of knowledge enhancement, technical skill development, connections across government agencies and, most importantly, an increase in their ability to use strategic communication effectively in the aftermath of a terror attack in order to foster social cohesion and counter violent extremist and terrorist narratives.[49]

3.1.2 Effectiveness

55. The overall management structure in BRH, and the operational context behind the PCVE, is appropriate and regarded by partners (and stakeholders) as being professional, accessible, efficient and effective. Based on the analysis of the accomplishment of activities, the evaluator has determined that the PCVE project has, in general, effectively achieved the three primary Outputs. Delays in project implementation have been quite common for reasons attributed largely to the COVID-19 pandemic and its impact on movement and gatherings. This illustrates

[48] Also referred to as the Monitoring Centre on Social Cohesion and Resilience in progress reports.

[49] Survey data of participant's views on the value of the workshops can be found in Annex 4

the fact that implementation delays are not necessarily the "fault" of UNDP. Rather, they reflect the complex situation on the ground and show that unforeseen events can often stall much needed progress. In addition, UNDP's cumbersome funds disbursement and procurement policies have had a negative impact on the implementation of some project activities, most recently because of the shift to the new Quantum system which has variously been described as a disaster.[50] Typical comments from UNDP practitioners interviewed include:

> "… operationally, the challenge has been the transition to a new enterprise management system for UNDP. In January, we couldn't do anything because of Quantum, January and early February you couldn't do anything because of Quantum. Even the monitoring of the financial delivery was very challenging given Quantum."

> "… there were still many activities left to be implemented and at the same time the financial system was changing from Atlas to Quantum and there were so many implications at the ground level that hadn't been thought through (the higher ups thought it would work fine). It was a mess."

56. In general, the project achieved reasonably effective results (See Table 1, below). The PCVE contributed to greater awareness on democracy, rights and legal issues; it contributed to capacity building for the beneficiaries and their stakeholders; and, through the establishment and execution of workshops, events, conferences and other meetings the PCVE helped to expand the political and civic space in the four countries. Finally, in its work with the beneficiaries, the PCVE created a platform for promoting gender, empowerment of women and inclusiveness.

[50] Based on the evaluator's personal experience with the system and discussions with consulting colleagues who have struggled to register with it, as well as other UNDP contacts not working in Southeast Asia.

Table 1: Summary of Effectiveness by Output

Output 1: Countries have strengthened capacities to develop, coordinate and implement Action Plans on PCVE. **Overall Finding:** *Significant progress made.*		
Activity	**Summary of Effectiveness**	**Indicators**
Activity 1.1 Provision of technical assistance to national Governments for preparation and implementation of National Action Plans on PCVE.	*Highly effective*	NAP production has proceeded apace with UNDP support (with the exception of Malaysia, as discussed above).
Activity 1.2 Preparation of Sub-National PCVE Action Plans.	*Partially effective*	With the exception of some SNAPS in the Philippines and Indonesia there has been little progress in this activity.
Activity 1.3 *Regional coordination and provision of technical assistance in support of national PCVE interventions.*	*Moderately effective*	UNOCT has worked assiduously to coordinate regional efforts on PCVE interventions but most interviewees, with the exception of work shop participants, claimed to be unaware of its activities. UNDP has provided technical assistance in support of national PCVE interventions but the linkage to a broader regional effort is not clear.
Output 2: All stakeholders to PCVE are better informed and networked, and good practice is shared and facilitated on a national and regional basis. **Overall Finding:** *Significant progress made.*		
Activity 2.1 National Knowledge Management Advisory Boards commission research and provide editorial guidance and oversight.	*Highly effective*	Multiple National Knowledge Management Advisory Boards established.
Activity 2.2 National CVE Observatories established online.	*Limited effectiveness*	There seem to be two such observatories, the one under the MOVE project the other the Indonesia K-HUB.
Activity 2.3 Two new series of Extreme Lives documentary videos to raise public awareness.	*Highly effective*	Videos produced, distributed and well-received.
Activity 2.4 PCVE "Community of Practice" established.	*Highly effective*	Numerous activities across the region have supported the establishment of COPs.

Output 3: Key communities more resilient to extremist narratives and processes of radicalisation. **Overall Finding:** *Significant progress made.*		
Activity 3.1 Challenging fake news and countering hate speech online; raising awareness, promoting tolerance and celebrating diversity in social and mass media.	*Moderately effective*	A regional activity, "Creators Forward," targeted all four countries in challenging fake news and hate speech. Jakarta has organised "capacity building activities," and Thailand CO also organised 4 online campaigns on PVE. The evaluator has no information on similar activities in the other countries.
Activity 3.2 Strengthening resilience of educational institutions.	*Highly effective*	The arrangement with Mindanao State University to support "peace" education is highly relevant to this activity, as is a similar effort in Indonesia to promote tolerance through skills development for high school teachers and religious communities within educational institutions.
Activity 3.3 Working with religious leaders and institutions.	*Highly effective*	Programs to promote tolerance and respect for diversity through, for example, the Maarif Institute, support this activity.
Activity 3.4 Development of community capacities for early warning & early response to priority locations.	*Partially effective*	This is a work in progress that has to happen at the local level to be most effective.

The UNDP-UNOCT relationship

57. The Mid-Term Evaluation raised the point that there was not much interaction between UNDP and UNOCT at the regional level. That may have been the case at the time as UNOCT's Regional Programme Coordination Officer was fairly new on the ground and difficulties in the relationship were widely noticed at the beginning. Moreover, there was some uncertainty about what his role should be as the decision to create a space for UNOCT in the PCVE was decided by the EU in Brussels and UNOCT HQ in New York without consulting UNDP BRH. In essence, UNOCT was brought on board the PCVE for political reasons rather than because of any particular complementary expertise. It is also important to note that UNOCT is represented by one person on the ground and that he has a vast area and many issues to cover.

58. Notwithstanding the above, it is clear that UNOCT has firmly established its role as lead coordinator for the project. It has maintained a consistent effort to organise and/or participate in various coordination mechanisms and information-sharing platforms across the UN system,

with development partners and NGOs at national and regional levels. UNOCT has also played an active role in supporting ASEAN's regional PCVE efforts, notably through the revitalization of the Bali Work Plan's main governance mechanism, the resumption of a formal dialogue on PCVE between ASEAN and its development partners, as well as assisting in the development of comprehensive project proposals to advance the implementation of the Bali Work Plan.[51]

59. Several interviewees flagged that there seem to be some underlying tensions between the two agencies and some uncertainty about the actual link between them. This does not seem to have impacted what is clearly a constructive collaborative and cooperative relationship. One interpretation could be that the cultures of the two agencies are perceived to be different, i.e. UNDP focuses primarily on development whereas UNOCT takes a security approach to counter-terrorism, security and crime. The security focus of UNOCT can pose a potential problem when dealing with partners' sensitive to that issue.

60. There are regular internal UNDP-UNOCT meetings to update each other on the status of their respective PCVE initiatives and to identify areas for synergy and cooperation. UNOCT also attends most UNDP board meetings both online and physically and that adds to the positive working relationship between them. That said, at times, there seems to be a tendency for the two agencies to work in silos without any particular interaction.

61. UNOCT has recently played the main role in developing strategic and crisis communication workshops throughout the region to further support the implementation of NAPs, and this has required country-level support. UNOCT put this activity under Output 1.3, "Regional Coordination and Provision of Technical Assistance in Support of National PCVE Interventions," however, this did not exactly fit with UNDP's plan nor support the results framework of the overall Output objective, which is on policy. Nevertheless, the workshops have recently concluded and they have

[51] UNOCT also played a significant role as co-organizer of the "2nd ASEAN Partners Meeting for the Implementation of the Bali Work Plan, 2019-2025", as well as facilitating and coordinating work on a number of technical meetings with ASEAN's Transnational Crime Working Group and contributed to regional coordination mechanisms, workshops and information-sharing platforms on PCVE.

been very positively received by the participants.[52] Furthermore, the workshops have provided an opportunity for UNDP and UNOCT to work more closely together by supporting the same stakeholders.

3.1.3 Efficiency

62. The project was designed to be implemented with a budget of US$8,504,500 over a period of three years (May 2020 to April 2023). The breakdown per Output is as follows[53]:

Table 1: Output by Budget %

Output	Budget USD	% of Total
Output 1: Target countries have strengthened capacities to develop, coordinate and implement national strategies on PVE.	$831,555.25	9.7%
Output 2: All stakeholders to PCVE are better informed and networked, and good practice is shared and facilitated on a national and regional basis.	$1,553,000.00	18.26%
Output 3: Increased knowledge and tools available to stakeholders to respond to hate speech and harmful narratives within the online space.	$1,740,000.00	20.46%

63. The total contribution of UNDP was $257,734.44; of UNOCT $535,566.00; and the EU $7,711,200.00. The budgetary allocations for project activities ($4,124,555.25) represent 48.42% of the total; the balance is taken up by personnel costs (UNDP & UNOCT), travel, communications, monitoring and evaluation and UNDP's general management support fee of 7% of the total. Personnel costs at $2,993,560 represent 35% of the total budget.

[52] In post workshop surveys, participants overwhelmingly reported that the training had yielded strong results in terms of knowledge enhancement, technical skill development, connections across government agencies and had increased their ability to use strategic communications effectively in the aftermath of a terror attack. Annual Progress Report (UNOCT input), May 2022-April 2023. See also Annex 4 for results of post-workshop surveys.

[53] Data is for the period May 1, 2020-April 30, 2022.

The planned budgets per Output for Y1 + Y2, i.e., at the end of April 2022, were as follows (see Table 2):

Table 2: Planned and Actual Expenditure by Output (data as of end of April 2022)

Output	Planned Budget	Actual Expenditure	Legal Commitments	Actual + Legal (Percentage of planned budget utilised)
Output 1	$593,688.00	$320,865.21	$124,273.91	$445,139.12 (75%)
Output 2	$1,055.000.00	$449,654.61	$290,269.53	$739,924.14 (70%)
Output 3	$1,156,000.00	$812,715.49	$366,124.25	$1,178,839.74 (101%)
Totals	$2,804,688.00	$1,583,235.31	$780,667.69	$2363,903.00 (84%)

64. This would indicate that the project has used its resources efficiently as expenditures, with the minor exception of Output 3, have been slightly less than the budget amounts for the period in question.

65. Notwithstanding the above, project efficiency is not just a question of proficiently distributing resources. Apart from timelines, efficiency is a function of economy and cost-effectiveness. "Cost" includes financial, human resources and expertise invested. According to some interviewees, staff turnover in BRH has complicated efficient project delivery as new personnel needed time to come up to speed on project activities. Moreover, as mentioned above, the introduction of Quantum has had a serious impact on the efficient use of staff time as well as causing delays in processing financial obligations to partners.[54] Moreover, some partners noted a lack of clear communication about when project activities should end - April or May - and cited this as leading to a somewhat chaotic situation as they scrambled to meet the actual April deadline. Finally, the COVID-19 pandemic had a profound impact on project delivery timelines and the "cost of doing business."

[54] When asked if payments were received on time, one frustrated partner replied: "That is terrible! Normally the lateness is not so profound but in January and February this year the UNDP switched to a new financial tool and it took us at least two months to get the funding and this was a period when a lot of activities needed to happen."

66. Despite the challenges mentioned, and the fact that the evaluation scope did not allow for a comprehensive cost effectiveness analysis to be undertaken, the evaluator concludes that the PCVE has been run efficiently with solid support from the Project Manager in BRH and the UNOCT's Regional Programme Coordination Officer. Partners have emphasised the availability of these two individuals and their willingness to respond to questions at all hours.

3.1.4 Sustainability

67. Sustainability is part of a commitment to ensure that project implementation at all levels is carried out in a productive, transparent and accountable way. There are several areas where capacity has been developed that bodes well for the future sustainability of the kinds of activities delivered to date. For example, many of the initiatives supported by the project have enhanced good governance, evidence-based approaches and continuous learning and improvement as well as strengthening the kinds of accountability mechanisms essential to the effective use of resources. Given that the support given to the partners has directly built their implementation and management skills and enabled them to address the VE priorities of the four countries, the project is inherently "sustainable." Moreover, the beneficiaries evidently understand the political, social, economic and environmental factors that may impact their interventions and would have the technical knowledge to continue to produce positive outcomes over the longer-term. Policies and guidelines have been developed which, along with the various training exercises, should place the various governments and CSOs in a stronger position to further develop and expand their efforts in PCVE.

68. However, the key issue is whether the resources will be available to maintain progress in a future iteration of the project. A simple analysis of what underpins sustainability indicates that the activities already established would face significant challenges when it comes to their long-term viability without continued financial support, and that is in question. From the outset of the project, the EU, with a contribution of $7,711,200.00, provided the largest part of its budget. However, it is clear that the EU is not prepared to continue backing a Phase 3 of the project, at

least not under the funding mechanism used to date.[55] UNDP has reached out to other traditional donors to explore options but without any firm commitments thus far.[56] Sustainability, at least in terms of external funding, is therefore an uncertain element with regard to any future development of the PCVE.[57] In interviews, most beneficiaries said that they would not be able to continue their activities without continued funding.

Specific comments from interviewees:

- Discontinuity in funding will end, or reverse, most gains because government support is insufficient to maintain progress.
- It is difficult to say what activities would be sustainable at the local level because there has not been much substantive support to the regions anyway.
- Skills learned from trainings will remain with the recipients but there is a risk that trained people will move to better paying opportunities; the continuity of institutional memory depends on ongoing funding.

3.1.5 Cross-Cutting Issues

Gender:

69. Gender-equality is fully integrated into all project activities although it varies by country and by region within countries; it could be summed up as not generally being an issue in all four countries. UNDP's country offices have been able to rely on the support of a gender focal point at BRH, the Community Engagement Officer, in planning their activities. That individual has also had one-year postings in Manila and Jakarta, which has been of valuable assistance to the COs.

70. It is important to recognize that in important parts of the region; gender inequality is still prevalent in highly patriarchal societal conditions where public discourse about gender-equality remains challenging, cultural mores inhibit the mobility of women and girls, their comfort level

[55] Consultations between BRH and Brussels about the possible use of a different funding mechanism are ongoing but have not led to any certainty about the prospect of continued support and, in any event, this would take a very long time to secure.

[56] Given the general reduction in traditional donors' budgets for reasons such as the need to pay for the costs of COVID-19 recovery, the diversion of funds in the context of support for the Ukraine conflict, and the putative decline in terrorism in S.E. Asia vis-à-vis its growth in Africa, securing additional funding for the PCVE will likely be a challenge.

[57] In Malaysia, the CO reports that the government—in 2022—approved funding from its annual development expenditure to fund a first ever national-level PVE project between UNDP and SEARCCT, as well as educational institutions. This is a way to sustain the EU-funded regional project in Malaysia, and also an achievement for the team in Malaysia to have pitched and obtained the funding successfully.

in voicing their opinions is low and traditional views of what a woman's role is in society predominate. Nevertheless, the project has made the necessary effort to help empower women at all levels of its activities.

71. The statement in the ProDoc that: "Gender issues and a focus on youth will be mainstreamed throughout the work envisaged by the project," is supported by language in various documents, e.g., under ProDoc Output 1, Activity 1.1.2 which states: "… the project will ensure that M&E targets and indicators are suitable gender disaggregated." Various project initiatives, such as the "Certificate/Diploma Program on Women, Peace and Security" organised by the Philippine Center for Islam and Democracy (PCID) in collaboration with the Institute for Peace and Development in Mindanao within the MSU framework, are explicitly linked to addressing gender inequality at the practical level.[58] The Philippines's NAP also includes several references to gender-sensitivity. Indonesia's NAP also includes gender indicators.[59]

72. There is, therefore, no question that gender-equality is an integral part of project activities but it is not clear that enhancing the role of women goes much beyond ticking the gender box in most cases. For example, project reports invariably break down the number of participants by gender but rarely highlight women's specific roles or activities. In part, this stems from the failure to develop a gender-inclusive project strategy from the outset. Projects which do have something of a gender component tend to be gender-responsive, rather than gender-transformative. They have contributed little to systematically addressing the root causes of gender inequalities.

Human Rights

73. On Human Rights, the ProDoc emphasises that the Secretary-General's Plan of Action to Prevent Violent Extremism and Sustainable Development Goal 16, is anchored in a rule of law and human rights approach. The human rights-based approach of the project addresses the

[58] Another example is cited in the Asian Muslim Action Network (AMAN) Narrative Report from 1 August 2022-15 April 2023 which refers to a number of training modules on strengthening women-led community resilience.

[59] Indonesia also supported the establishment of the Thematic Working Group for the implementation of the NAP on PCVE, of which activities also include gender mainstreaming in the Prevention of Violent extremism. Both research reports commissioned by the project during this phase discussed the roles of gender issues, and women in particular, in both spreading radicalism and preventing violent extremism. Input from CO.

linkage between radicalisation and the abuse of human rights which, in many cases, can lead to violent extremism. The project, by enhancing people's access to CVE training and support increases their systematic engagement in areas that promote their human rights. The project works extensively with marginalized groups such as ethnic and religious minorities etc. and a human rights approach is well integrated into project activities.

74. Furthermore, the project's work to develop and implement NAPs has helped to ensure that national responses to VE are gender-inclusive, promote tolerance and respect for diversity and take into consideration the needs and positions of various religious, ethnic and other minority groups. Reference is made in various work plans to efforts made by the project to address discrimination, inequality and marginalisation. For example, in Thailand, the rights of ethnic minorities, as well as members of the LGBTQ community, are given specific attention. In Indonesia, a human rights focus in projects aims to strengthen the capacity of PVE actors, including government, CSOs, and religious organisations in a broad approach supportive of the implementation of the NAP. In the Philippines, UNDP-supported activities in support of conflict prevention and peacebuilding adhere to the basic human rights premise of "do no harm." Projects in Malaysia support grassroots advocacy work to establish connections with local communities on human rights issues and racial discrimination, however, an interviewee expressed his frustration that the government did not take CSO participation seriously in human rights consultations he had attended.

75. The project has therefore promoted human rights, as well as good governance, by supporting various awareness-raising activities such as discussions and dialogues, as well as conducting evidence-based advocacy on a range of issues that uphold basic human rights principles. The evaluation did not, however, find any focus on the inclusion of persons with disabilities in the project activities.

76. The PCVE reinforces and promotes human and democratic rights in the four countries through its support for workshops and trainings that enhance people's ability to participate in decisions that affect their lives. The human rights components embedded in Output 1 of the ProDoc and elsewhere in the same document potentially incline individuals, groups and institutions to

respect and observe the human rights of the population. Based on its track record in promoting NAPs, the PCVE would be well placed to support and assist the design, development and promotion of National Human Rights Action Plans in a future phase.

South-South and Triangular Cooperation (SSC/TrC)

77. The ProDoc states that SSC/TRC "will provide significant opportunities for knowledge exchange and inter-Governmental cooperation on PCVE between Southeast Asian countries." There have been a number of opportunities for representatives from the four countries to meet to discuss project issues, usually in workshops or training situations.[60] As such these could be considered "South-South" exchanges and are part of a capacity building approach to PCVE. Most participants interviewed expressed their satisfaction with these exercises and found them useful. However, their impact was limited by their one-off nature and they do not appear to have resulted in any ongoing cooperation following the exchanges. The evaluator has not been made aware of any efforts to expand these exercises to the global South beyond Southeast Asia, for example, to other Asian regions or Africa.

3.1.6 Key Findings

- The project is aligned with the clear CVE priorities of the governments and UNDP's global expertise in related areas.
- UNDP's and UNOCT's overall approach to providing capacity building and technical assistance to the four countries has established a framework for sustainable CVE activities.
- Efforts to enhance the participation of women in the CVE process have made progress but it has proved difficult to engage women in meaningful gender equity roles.
- UNDP has not played a leading role in promoting SDG attainment at national and regional levels.
- South-South cooperation and learning has been confined to the four countries of focus.
- Overall, the adoption of a comprehensive approach to PCVE is relevant and appropriate, however, the project design is complex and less focused on a regional aspect and more on the individual countries.

[60] More than one interviewee expressed the opinion that these events tended to be held in expensive hotels over several days and were unnecessarily long and therefore costly. The evaluator has not been able to confirm this.

3.1.7 RESPONSES TO RECOMMENDATIONS FROM THE MID-TERM EVALUATION

78. The MTE made eight key recommendations as listed under the headings in Table 3 below with management responses and status of actions recorded alongside.[61] The eight key recommendations were supplemented by 20 additional recommendations under the first four of the headings. The other four categories did not present additional recommendations.

79. Based on the information provided, the management response has been spotty with a response of "initiated" showing for all elements under the first heading and incomplete or non-existent responses thereafter. An updated list of the status of responses to the recommendations was provided following submission of the draft report and the table has been adjusted accordingly.

[61] Information provided by BRH

Table 3. Key Recommendations of the MTE and Management Responses

No.	Recommendation	Management Response	Status
1	Intensify as-per-demand support to governments and to ASEAN for the preparation, implantation and monitoring of NAPs on PCVE, based on needs and state of advancement. 8 sub-categories listed.	Since NAP is a nationally lead initiated, BRH PVE team is working with implementing UNDP country offices and UNOCT to intensify support on NAP where relevant.	Responses to all 8 sub-categories initiated.
2	Improve knowledge creation and knowledge management on PCVE. 5 sub-categories listed	BRH is conducting quarterly knowledge exchange amongst UNDP PVE projects where new findings, approaches and learnings from different country offices are made accessible to others. This also includes some of BR regional PVE activities. Additionally, the BRH team is working closely with the COs to ensure research and knowledge is promoted and circulated in the relevant platforms through innovative means (promotional videos etc.	Responses to two of the sub-categories listed as initiated. No information on the remaining 3.
3	Intensify experience sharing between CSO beneficiaries of Output 3 of the project. 4 sub-categories listed.	BRH is working with UNDP COs to consolidate learning from local/grass roots initiatives that dealt with PVE front liners (Women/Youth/Religious Leaders) engaged in integration of marginalised groups. BRH organzied a regional exchange on April 24-29, 2023 in Chiang Mai among intermediaries in facilitating agreement around	Responses to two of the sub-categories listed as initiated. No information on the remaining 2.

		approaches to the prevention of violent extremism.	
4	Strengthen the knowledge and technical capacity of stakeholders and beneficiaries of the project. 3 sub-categories listed.	BRH is working with COs to consolidate learning and technical capacity of stakeholders and beneficiaries of the project.	Responses to two of the sub-categories listed as initiated. No information on the remaining 1.
5	Reinforce capacity for project implementation and coordination between project implementing partners and with UN partners. No sub-categories listed	UNDP BRH PVE is under supervision of UNDP Regional Peace Advisor whose expertise in broader peacebuilding work will support the implementation of the project. BRH team is also closely engaged with UNOCT to ensure coordination with other UN partners on PCVE activities are aligned.	UNDP participates in the Women Peace and Security working group for ASEAN (led by UN Women) and contributes to regional ASEAN activities with other UN agencies on Youth Peace and Security (Led by UNFPA), WPS, PCVE and hate speech agenda.
6	Reinforce the mainstreaming of gender and human rights. 3 sub-categories listed.	BRH PVE Community Engagement Specialist is supporting the implementing UNDP COs to ensure gender is mainstreamed through country level programming. Additionally, particular attention is given to gender mainstreaming in the regional alternative narrative projects as well as knowledge exchanges.	All 4 implementing country offices commissioned research on the role of women in prevention of violent extremism with subsequent activities.

7	Refine communication on the project. No sub-categories listed.	BRH is managing all communication and visibility of the project. PVE regional communication specialist is giving high visibility to CO programming through UNDP Regional Social media accounts. Additionally, UN Days are used to showcase CO programming that are relevant in order to increase visibility across the region.	There is currently a draft report for the communication and visibility of the project as per UNDP's contractual obligation to the EU.
8	Draw an Exit strategy as well as plans for future phases. No sub-categories listed.	BRH is developing a new PVE offer based on lessons learned and results achieved in VE programming in the past 4 years. This offer will ensure the sustainability of activities undertaken by UNDP across the region.	No activities recorded but a concept note has been develop for Phase lll, including resource mobilisation.

SECTION 4: CONCLUSIONS

80. The evaluation concludes that the strategic priorities and areas of focus identified in the project document have been a good fit with the national needs of the four partner countries with respect to PCVE, and UNDP and UNOCT are recognised as a trusted partners in this field. The local focus ensures strong convergence with the 2018-2021 Strategic Plan of UNDP as well as ensuring national ownership and capacity over time. The project has been highly effective in meeting the majority of the output activities presented in the ProDoc.[62] The various initiatives implemented under PCVE have aligned with the priorities of the four governments in areas such as capacity building, technical assistance and training, for example, in support of M&E and accountability, as well as in the development of NAPs and localised national action plans (SNAPs) for countering VE. The overall impact of the project has been to enhance the broader peace and development agenda across the region and in the individual countries. Indeed, it is clear that the strength of the PCVE agenda lies in its alignment with peacebuilding, good governance, empowerment of women and youth, safeguarding human rights and promoting tolerance.

81. The project has had particular success in promoting youth engagement, including in the digital sphere. While arguably a vehicle for hate, digital technologies and platforms also offer a unique opportunity to engage with youth on issues such as diversity, tolerance and peacebuilding. UNDP's notable achievements in this regard have been the ExtremeLives video series which identifies issues affecting youth and marginalized populations, and the Creators Forward programme aimed at using peer networks to reach, empower and educate young people on an online culture of respect and equality.[63] Other activities aimed at engaging youth in efforts to counter hate speech have included youth workshops and youth camps.

82. The ProDoc calls for the mainstreaming of gender through all outputs and activities. Although, efforts have been made to ensure a gender-balanced perspective throughout the PCVE, more could be done to highlight important gender issues at the national level through, for example,

[62] However, as noted in paragraph 32 (above), in the absence of reliable indicators, it is difficult to determine the extent of specific achievements.

[63] The latter was in collaboration with TikTok but any future relationship with the organisation is in doubt because of the reputational risk for UNDP in being seen to be too close to an organisation that has recently been generating a lot of negative publicity.

supporting women's roles in strengthening peace and security. As things stand, interventions with gender equality as the principle objective have been lacking and more attention could have been given to ensuring a consistent framework for mainstreaming a gender-transformative approach. In the case of Malaysia, for example, gender issues were not mainstreamed in project design, in part due to limited receptiveness from key stakeholders on governance issues.[64]

83. Although there are some examples, notably in Thailand and Malaysia, where projects specifically link long-term preventive solutions that address the root causes of conflict to SDG attainment, there has been no direct effort to use the SDGs as an entry point to solidify the project's strategic objectives. Raising awareness of the SDGs through focused campaigns during project implementation would have helped the attainment of SDG targets. This could have been an inclusive and participatory process, e.g., through initiating dialogue with members of civil society, the private sector, government officials and marginalised groups, especially women, youth and people with special needs. The project held the potential to be a localised and embedded transformative, integrated and sustainable policy option for SDG implementation, but this has not been realised.

84. Various workshops and training sessions have brought together participants from the four countries and could be described as "South-South" exchanges. However, their impact was limited and they do not appear to have resulted in any ongoing cooperation. Of more significance, there has been no apparent effort expand these exercises to the global South beyond Southeast Asia, thereby missing opportunities to gain broader perspectives on PCVE issues.

85. The participation of communities in the design and delivery of activities that both addressed their CVE needs, and contributed to the overall objectives of the PCE, was a positive approach which holds the promise of contributing to the success of a future iteration of the PCVE - if linked to a broader development effort.

86. Through capacity building of various departments and CSOs, the PCVE has gone a long way towards establishing a sound framework for pertinent project development and sustainable

[64] Malaysia ROAR, 2022, Section C, pp. 7-8.

outcomes. Broadly, all the core projects which UNDP has focused on are (and will remain) relevant.

87. There remains significant work to be done to enhance project sustainability, notably in terms of securing adequate funding for a follow-on project. Given declining funding opportunities, and a shift in donor prioritisation due to the impact of COVID-19 and the war in Ukraine, UNDP needs to develop a realistic and implementable resource mobilisation strategy including, for example, exploring options for private sector funding.

88. The complexity of the VE situation in the region required UNDP to demonstrate high level strategic thinking and analysis throughout project development and it has demonstrated that it has the necessary staff competencies, both in BRH and the COs, to achieve this. Moreover, the project has provided numerous opportunities for cooperation between the EU, the UN and the local governments in support of CVE. UNOCT has played an invaluable coordinating role in this regard.

89. It takes a long time for a project to get up and running and the project has demonstrated the value in staying the course over time. In considering what it has achieved, and giving thought to how a future phase could consolidate its work, the conclusion is that it would be a disaster if the project were to stop.

4.1 Lessons Learned

1. The strength of the PCVE project lies in its activities on the ground, i.e. those that directly target radicalisation, de-radicalisation and the rehabilitation and reintegration of targets of terrorists and complicit people.
2. A lot of new issues have emerged around VE and terrorism as a result of COVID-19, e.g. the use of the internet and social media for radicalising youth, greater involvement of women in VE, etc., and the misuse of new technologies needs to be given appropriate attention.
3. A high level of flexibility and adaptability in addressing PCVE is essential in order to address political and policy shifts without compromising the basic foundations and principles of the project.
4. Lessons learned from previous phases of the project will be salient in informing the development of a PCVE Phase 3.

5. Multiple institutional synergies are key to strengthening project implementation. Creating more opportunities for IPs/beneficiaries to share experiences is essential for properly planning and implementing project activities.
6. A well-designed M&E strategy is essential for tracking the progress of project activities. Absent that, it is challenging to determine achievements and outcomes.
7. Adequately considering gender and social inclusion issues at project design and implementation stages will enhance the promotion of women and marginalised groups rights.

SECTION 5: RECOMMENDATIONS FOR A NEW ITERATION OF THE PCVE:

R.1 Significant progress has been made under the project in enhancing good governance and democratic development in the region. In order not to lose the gains made thus far, a follow-on programme (PCVE Phase 3) is recommended to build on the achievements and lessons learned.

R.2 Partnerships with local institutions and CSOs must be developed or reinforced to ensure more inclusive public participation and citizen engagement in project design meetings for a third Phase.

R.3 The Project Document for a Phase 3 should be revisited to enable opportunities for UNDP to engage in developing PCVE initiatives in support of the broader peacebuilding agenda in keeping with the objectives of the Regional Programme Document and UNDP's 2018-2021 Strategic Plan.

R.4 Building on its Governance experience, UNDP should develop a comprehensive SDG support strategy to guide and assist the four countries in the attainment of the SDGs highlighting those where UNDP has or can mobilise top-class expertise. In conjunction, UNDP should support an awareness raising campaign to help attain the SDG targets as part of a broader PCVE strategy.

R.5 For a future PCVE Phase 3, develop a clearly defined results framework, including identification of clear and measurable sub-output, output and outcome level indicators, baselines and targets based on quick assessments involving relevant IPs, Ministries and regional departments, sectoral bureaus, research, training and knowledge institutions for each key sector.

R.6 In designing a future project, UNDP should establish stronger and more robust risk assessment/management mechanisms, in terms of short/medium/long-term risks; and include comprehensive mitigation measures in planning.

R.7 UNDP needs to develop a robust resource mobilisation strategy to strengthen a future PCVE Phase 3. In particular, UNDP should explore funding opportunities with the private sector.

R.8 Given the variation in the capacity and experience of IPs, UNDP should create experience sharing opportunities, for example, during joint monitoring visits, regular meetings, capacity strengthening trainings and South-South exchanges.

R.9 At the local level, UNDP should seek opportunities to support social networks and movements aimed at advancing women's rights, gender inclusivity, marginalized groups and persons with disabilities.

R.10 Youth should feature prominently in a Phase 3 project with a dedicated approach designed to engage them in the new digital environment surrounding PCVE.

R.11 A third phase of the PCVE should give more attention to regional level activities.

R.12 Sustain collaboration and expand information sharing between UNDP and UNOCT staff in the four countries to closely monitor progress on outputs in order to enable rapid course corrections if/as necessary.

ANNEX 1

INTERVIEWEES

No.	Name	Gender	Organization and Position
1	Utami Sandyarani	Female	UNDP CO Indonesia, National Project Manager
2	Yohana Nanda Kristiani	Female	UNDP CO Indonesia, UNV Monitoring and Reporting Officer
3	Syamsul Tarigan	Male	UNDP CO Indonesia, Senior Technical Advisor cum Programme Manager for Peace and Justice Cluster
4	Valerie Julliand	Female	UN Resident Coordinator, Indonesia
5	Hernan Longo	Male	UNOCT, Bangkok, Regional Programme Coordination Officer
6	Sian Hutchinson	Female	UNOCT, New York, Global Programme on PCVE
7	Melquindes Feliciano	Male	UNOCT, Manila, Senior Programme Manager
8	Awang Ilham	Male	PUSAT KOMAS, Kuala Lumpur, Programme Coordinator
9	Timo Goosman	Male	EU EEAS Delegation of the European Union to Malaysia, Deputy Head of Mission and Head of Political Affairs
10	Timea Magony	Female	EU EEAS Delegation of the European Union to Malaysia, Political Officer
11	Ashvinder Singh	Male	UNDP CO Malaysia, Programme Analyst, Governance Unit
12	Fazril Saleh	Male	Muslim Youth Movement of Malaysia (ABIM), Secretary General
13	Arachapon Nimitkulpon	Female	UNDP CO Thailand, Project Manager
14	Ganrawi Winitdhama	Female	UNDP CO Thailand, M&E Officer
15	Kasinee Wongsang	Female	UNDP CO Thailand, Project Assistant
16	Thanaporn Kornmatitsuk	Female	UNDP CO Thailand, Research and Coordination Assistant
17	Tippayarat Limsaisuk	Female	Research and Coordination Associate
18	Cedric Pierard	Male	EU Delegation to Thailand, Regional Project Manager, EU IcSP
19	Marc Vierstraete-Verlinde	Male	EU EEAS Delegation to Indonesia, Counter-Terrorism Security Expert
20	Sudaporn Gunnaleka	Female	Government of Thailand, Public Relations Department, Public Relations Officer
21	Mitra Modaressi	Female	UNDP BRH, Regional PVE Project Manager
22	Amelia Fauzia	Female	UIN Jakarta, Director, Social Trust Fund
23	Joan Hope Tolibas	Female	Department of the Interior and Local Government (DILG), Philippines
24	Joanette Paramio	Female	Anti-Terrorism Council-Programme Management Center (ATC-PMC), Philippines

25	Dr. Choma Echavez	Female	Director, Research Institute for Mindanao Culture, Xavier University, Philippines
26	Judith De Guzman	Female	UNDP CO Philippines, Peacebuilding Project Manager
27	Nadine Oficial	Female	UNDP CO Philippines
28	Ghufron	Male	Asian Muslim Action Network (AMAN), Indonesia, Design Monitoring and Evaluation Manager
29	Maskur Hasan	Male	Asian Muslim Action Network (AMAN), Indonesia, Regional Coordinator of Yogyakarta Provinces
30	Yeni Lutfiana	Female	Asian Muslim Action Network (AMAN), Indonesia, Regional Coordinator of East Java
31	Neny Agustina Adamuka	Female	Asian Muslim Action Network (AMAN), Indonesia, Programme Manager Assistant
32	Arul Palaniveloo	Female	Southeast Asia Regional Centre for Counter-Terrorism (SEARCCT), Analyst
33	Janjira Sombatpoonsiri	Female	Director, Monitoring Centre on Organised Violence Events (MOVE), Chulalongkorn University, Bangkok
34	Ekraj Sabur	Male	UNODC, Bangkok, Terrorism Prevention Officer
35	Sidonie Roberts	Female	UNOCT, New York, Evaluation Officer

ANNEX 2

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ANNEX 3

Terms of Reference

Background and Context

General Background

In May 2020, UN Development Programme (UNDP) and the UN Office of Counter-Terrorism (UNOCT) established a new partnership with the European Union for a joint 3-year project to prevent violent extremism in Southeast Asia.

This partnership builds on the networks, approaches, and expertise established during the first phase of an 18-month EU-UNDP PVE project, also implemented in Southeast Asia. The project's second iteration brings on board UNOCT as a key partner, to coordinate global and regional PVE efforts and to contribute with the delivery of technical assistance activities implemented at the regional and country level.

Given the COVID-19 crisis' social and economic impact, which could further increase the risks associated with the conditions conducive to terrorism, this project has incorporated development approaches to preventing and countering violent extremism, in order to respond to and mitigate such risks.

Leveraging UNDP's field presence and longstanding partnerships with multi-sectoral stakeholders and UNOCT's coordination mandate and capacity-building mandates, the project works closely with government counterparts, community leaders, civil society organizations and relevant regional and international organizations to support governments' responses to the pandemic and the threat of violent extremism conducive to terrorism.

The overall objective of the project is to strengthen the ability of Thailand, Indonesia, the Philippines and Malaysia to identify, respond to and prevent violent extremism. The project follows up and builds upon the initial 18-month EU-UNDP project entitled "Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity". In response to research undertaken in the framework of the earlier project, and as informed by the project's final evaluation, the following three key sets of activities have been implemented to secure the overall objective outlined above:

1. Support ASEAN and the national Governments of Indonesia, Malaysia, the Philippines and Thailand to further develop and implement policy frameworks for PCVE, ensuring that NAPs on PCVE are coherent with all international standards and commitments, and that they model the "whole of society" approach in each country as per best practice globally;

2. Strengthen knowledge management in regard to violent extremism in Southeast Asia, and mobilise and facilitate a Community of Practitioners to engage on the issue at all levels – regional, national and local;

3. Build the capacities of Government and key civil society actors in each country to disrupt processes of radicalisation and recruitment in the places where it is known to occur, while promoting civic engagement and voice, and indigenous cultural traditions of peace, tolerance and respect for diversity.

Amidst the COVID-19 pandemic, the overall strategy of the project's Phase II is to capitalize on its development approaches to PCVE in order to respond to this crisis as well as its further socio-economic impact on vulnerable groups.

2. Evaluation Objective

The evaluation will be commissioned by UNDP. As part of the UNDP and EU guidelines, the project is subject to evaluation upon its completion. The evaluation will assess progress toward the achievement of project objective and outcomes as specified in the project document. The evaluation should assess the implementation approaches, progress made, and challenges encountered, identify and document the lessons learnt and good practices, and make specific recommendations for future course of actions for the next phase of the programming.

3. Evaluation Criteria and Guiding Questions

The final evaluation should look into the relevance, effectiveness, efficiency and sustainability of the support provided by the project. Particularly, the evaluation should cover at least the following areas.

• Relevance of the project: review the progress against its purpose, objectives, outputs and indicators, as per the project documents and its components, such as the Theory of Change, Results and Resources Framework, M&E framework, and ascertain whether assumptions and risks remain valid

• Effectiveness and efficiency of implementation approaches: review project's technical as well as operational approaches and deliverables, quality of results and their impact, alignment with national priorities and responding to the needs of the stakeholders;

• Review the project's approaches, in general and with regards to mainstreaming of gender equality and social inclusion, with particular focus on women and marginalised groups;

• Review and assess the risks and opportunities (in terms of resource mobilization, synergy and areas of interventions) related to future interventions;

• Review external factors beyond the control of the project that have affected it negatively or positively;

• Review planning, management and quality assurance mechanisms for the delivery of the project interventions;

• Review coordination and communication processes and mechanisms with the stakeholders

Evaluation Criteria and guiding questions

Box 2: Evaluation Criteria and Detailed Questions	
Criteria	**Evaluation Questions**
Relevance	1. To what extent are the objectives of the project design (inputs, activities, outputs and their indicators) and its theory of change logical and coherent? 2. To what extent was the project in line with national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs? 3. To what extent has the project been able to adapt to the needs of the different target groups (including tackling the gender dimension of PVE and social cohesion programing) in terms of creating enable environment for inclusive, affordable and people-centred PCVE policies and actions?

	4. To what extent are the project interventions relevant to the achievement of the SDGs in the countries covered?
Effectiveness	5. In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements? 6. Have there been any unexpected outcome-level results achieved beyond the planned outcome? 7. In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome? 8. To what extent were the project activities delivered effectively in terms of quality, quantity and timing? 9. Did the project results contribute to strengthening CSO engagement with government/line ministries and encourage national ownership of the PCVE agenda? 10. How effective has the project been in enhancing the capacity of the communities and local governments to create enabling environment for inclusive dialogue on PCVE? 11. To what extent has the project been able to target religious organizations? 12. To what extent have the South-South cooperation and knowledge management contributed to the regional momentum on developing the policy guidelines/NAP? 13. To what extent the regionality principle of the project has been effective leveraged in project implementation? 14. Which programmatic areas are the most relevant and strategic for UNDP to scale up or consider going forward?
Efficiency	15. How efficiently were the resources including human, material and financial resources used to achieve the above results in a timely manner? 16. To what extent was the existing project management structure appropriate and efficient in generating the expected results? 17. To what extent has the project implementation strategy and its execution been efficient? 18. To what extent did monitoring systems provide management with a stream of appropriately disaggregated data that allowed it to learn and adjust implementation accordingly?
Sustainability	19. To what extent did the project interventions contribute towards sustaining the results achieved by the project? 20. What are the plans or approaches of the local authorities/national partners to ensure that the initiatives will be continued after the project ends? To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development? 21. What could be done to strengthen exit strategies and sustainability of the project? 22. To what extent has the project captured and utilized lessons learned to continuously improve during implementation?
Human rights	23. To what extent have ethnic minorities, physically challenged, women and other disadvantaged and marginalized groups benefitted from the work of the project and with what impact?

Gender equality and social inclusion	24. To what extent was the project approach effective in integrating and mainstreaming gender in its programming? 25. To what extent has the project promoted positive changes for women and marginalised group? Were there any unintended effects (positive or negative)?

4. Proposed Methodology

Evaluation would employ a combination of qualitative and quantitative evaluation methods and instruments. The evaluator is expected to follow a consultative approach that ensures close engagement with the evaluation managers, implementing partners and male and female direct beneficiaries. Suggested methodological tools and approaches may include:

Document review This would include a review of all relevant documentation, inter alia

o Project document (contribution agreement)

o Theory of change and results framework

o Programme and project quality assurance reports

o Annual workplans

o Consolidated quarterly and annual reports

o Results-oriented monitoring report o Highlights of project board meetings

o Previous evaluation reports

o Technical/financial monitoring reports

Interviews and meetings with key stakeholders (men and women) such as key government counterparts, donor community members, representatives of key civil society organizations, United Nations country team (UNCT) members and implementing partners. List of key stakeholders will be agreed in consultation with the evaluation reference group.

Semi-structured interviews, based on questions designed for different stakeholders based on evaluation questions around relevance, coherence, effectiveness, efficiency, and sustainability.

o All interviews with men and women should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.

Surveys and questionnaires including male and female participants in development programmes, UNCT members and/or surveys and questionnaires to other stakeholders at strategic and programmatic levels.

Other methods such as outcome mapping, observational visits, group discussions, etc.

Data review and analysis of monitoring and other data sources and methods. To ensure maximum validity, reliability of data (quality) and promote use, the evaluation consultant will ensure triangulation of the various data sources.

Gender and human rights lens. All evaluation products need to address gender, disability, and human rights issues.

While selecting the respondents, the evaluator should ensure gender balance. And ensure voices of the most vulnerable are included in this assessment.

5. Evaluation Products (Deliverables/ Outputs) The Consultant will conduct the following activities under the supervision of Programme Coordinator, PMU, UNDP Bangkok Regional Hub;

• Review the achievements, performance, results and impact of the EU funded joint UNDP/UNOCT Projects in Southeast Asia;

• Based on the review of the programme, conceptualize and formulate lesson learned and draft thematic areas of focus for a potential next phase.

More specifically, this consultancy will focus on the: (1) (a) relevance; (b) coherence; (c) effectiveness; (d) efficiency; (e) sustainability of the project. It would also look into how the recommendations from the Mid Term Review was taken up by the project and make recommendations for the design and focus of a potential third phase of the programme.

The workplan proposed by the consultant should provide clear timeline of how the evaluation will be undertaken. Considering that the evaluation will be done remotely, the consultant is required to provide clear interview and/or focus group discussion scheduled online as this will required coordination support from the PVE project team at UNDP BRH and UNOCT.

The consultant is expected to review the findings and methodology used for the Regional Programme mid-term review as this will help inform the design of PVE project evaluation approach and methodology. The evaluation methodology should provide a specific assessment framework, covering both quantitative and qualitative dimensions, with a detailed list of required stakeholders who need to be interviewed. A simple stakeholder analysis for conducting interviews and evaluations can be conducted. The draft methodology can be adjusted later once the Evaluation consultant has completed the desk review of the project related documents. The final Evaluation approach and methodology will be presented as a part of the Inception Report, to be reviewed and approved by the evaluation reference group.

It is proposed that the consultancy is divided into 3 principal tasks, which are as follows:

Deliverable 1- Evaluation inception report (10-15 pages)

Following the initial briefing from the UNDP-UNOCT-EU PVE Programme implementation teams, the Consultant will conduct a detailed review of all relevant programme documents produced during its implementation. Documentation includes, but is not limited to: programme document; programme annual work plans; programme reports; monitoring and evaluation reports; quarterly reports on implementation; influenced policy documents etc. During the desk review the Consultant will focus on evaluating the programme baseline, indicators and targets, quality and adequacy of programme approach versus its objectives and the outputs.

Upon review of documentation, the Consultant will develop the Evaluation inception report which would include detailed work plan for the evaluation process, including: a list of interlocutors; tentative dates for virtual interviews planned; interview questions and dates for the briefing/de-briefing sessions. It must also outline reviewers' understanding of what is being reviewed and why, showing how each area of inquiry will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. This information should be provided through the preparation of an Evaluation Matrix.

The inception report should be carried out following and based on preliminary discussions with UNDP after the desk review and should be produced before the evaluation starts (before any formal evaluation interviews, survey distribution or field visits) and prior to the country visit in the case of international evaluators. The inception report and methodology will be discussed at an inception meeting between the evaluator and UNDP team. Inception report must include a sample evaluation matrix.

Deliverable 2 – Draft Evaluation Report

Upon approval of the inception report, the Consultant is expected to carry out the evaluation of the joint UNDP/UNOCT PVE initiative in Southeast Asia via direct interviews with stakeholders and beneficiaries as well as interviews with key regional-level stakeholders. The UNDP BRH and UNDP Country Offices in Thailand, Malaysia, Indonesia and Philippines together with UNOCT will provide support to the Consultant in organization of meetings and interviews, as necessary.

Once the interviews are completed, the Consultant will analyse data and information collected (qualitative and quantitative) and draft an evaluation report including main findings and recommendations for activities to be included in a proposed future of the programme. A contextual analysis of the environment in which the Project was working in should also be included. The report shall seek to assess programme progress, efficiency and adequacy; process and level of success of existing partnerships and partnership building and ownership over knowledge products and results; the quality of programme deliverables and programme adjustments amidst the COVID-19 pandemic and the development impact of initiatives in the PVE sector resulting from the targeted capacity building.

The report should include inputs and analysis, as well as success indicators used, and an overview of the effectiveness of the programme from the perspective of various stakeholders. The evaluation will also capture the efficiency of programme organisation and management. The draft report will contain the positive or negative, intended or unintended, changes brought about by the programme and identify factors which facilitated or impeded the realization of intended objectives.

The report must meet UNDP's evaluation quality standards. The standards and suggested report structure will be shared with the evaluator.

The Evaluation Reference Group1 will review the draft Evaluation report to ensure that it meets the required quality standards and covers all agreed components and contents of the Evaluation. Detailed comments and feedback on the draft report will be provided to the consultant, and discussions may be held to provide clarifications as necessary.

The draft report will also be shared with the reference group for additional feedback and inputs. Evaluator should submit a comprehensive draft report consisting of major findings and recommendations for future course of action.

Deliverable 3 – Submission of evaluation report

After addressing the comments on the draft evaluation report, the Consultant is expected to submit the final report followed by a presentation to the reference group. The final report is expected to capture findings and recommendations on the programme approach, management, and performance. Suggestions and comments gathered during the briefing session will be taken into consideration. The

minimum structure of the evaluation report (to be written in the English language) is expected around 30-40 pages including the following:

- Executive summary;
- Introduction;
- Methodological approach;
- Evaluation findings;
- Lessons learnt;
- Recommendations for future programme interventions;
- Conclusions;
- Relevant annexes

An audit trail report shall be submitted together with the final report, capturing how the evaluator has addressed comments and the changes made in response. An evaluation brief capturing the main findings and recommendations shall be submitted together with the final report.

ANNEX 4:

PCVE STRATEGIC AND CRISIS COMMUNICATION WORKSHOPS – Participant's Survey Results (Source: Annual Progress Report (*UNOCT inputs*) Reporting Period: 1 May 2022 – 30 April 2023)

UNOCT delivered national workshops on PCVE strategic and crisis communication in Malaysia from 19-21 December 2022, in Thailand from 15-17 February 2023, and in Indonesia from 22-24 February 2023. UNOCT also delivered a regional workshop in Thailand – attended by representatives from the Philippines, Malaysia, Thailand and Indonesia – from 3-6 April 2023.

The following charts record the results of post-workshop surveys by country and the region:

Malaysia (December 2023) (78% completion rate)

Chart 1 – Workshop outcomes: knowledge and skills

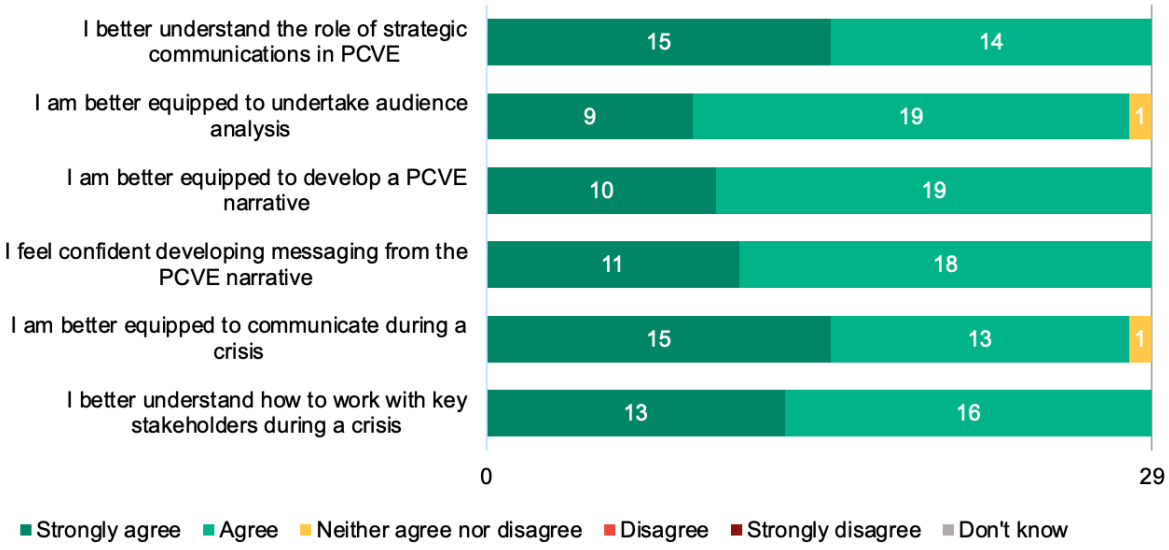


Chart 2 – Workshop outcomes: relationship building

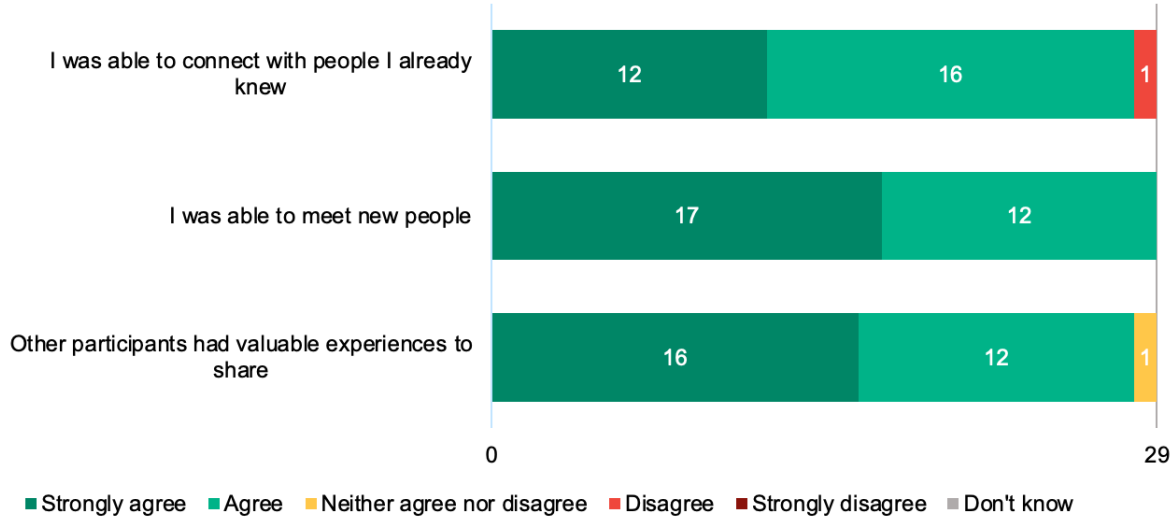
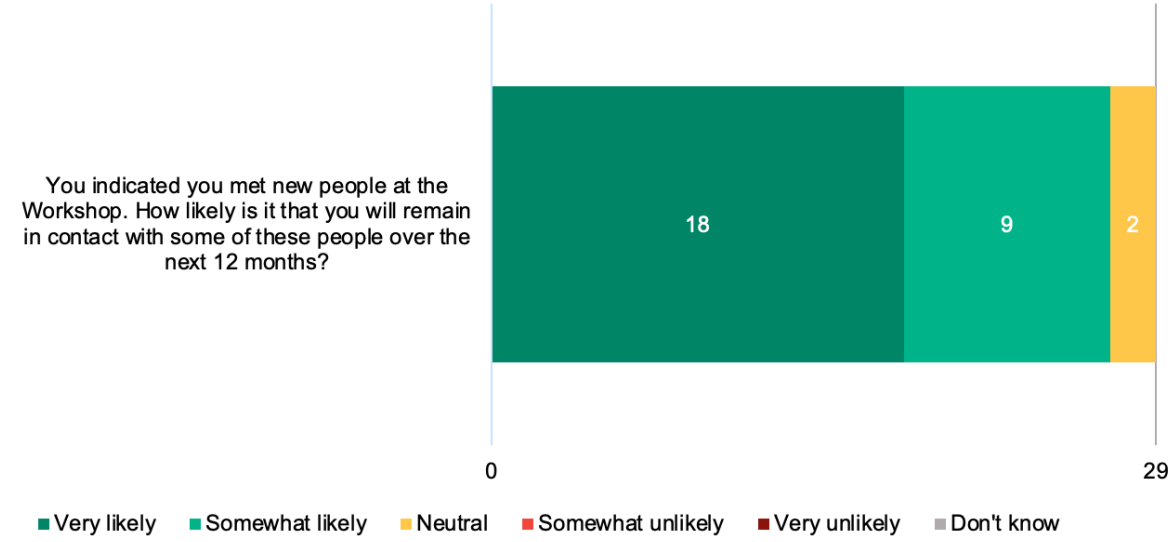


Chart 3 – Workshop outcomes: sustainability of relationship building



Thailand (February 2023) (65% completion rate)

Chart 4 – Workshop outcomes: knowledge and skills

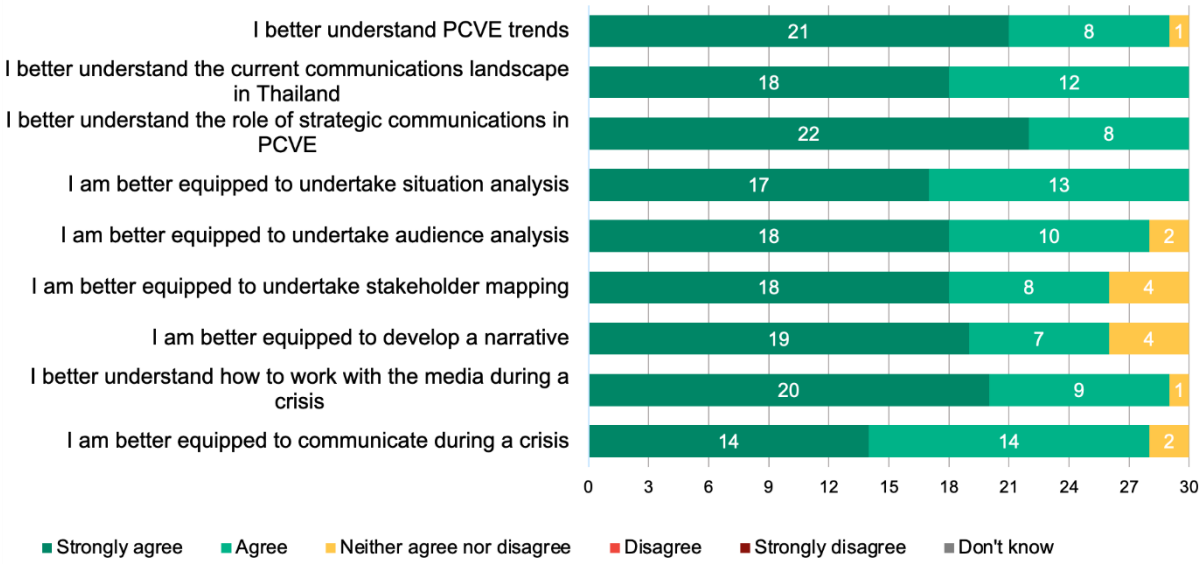


Chart 5 – Workshop outcomes: relationship building

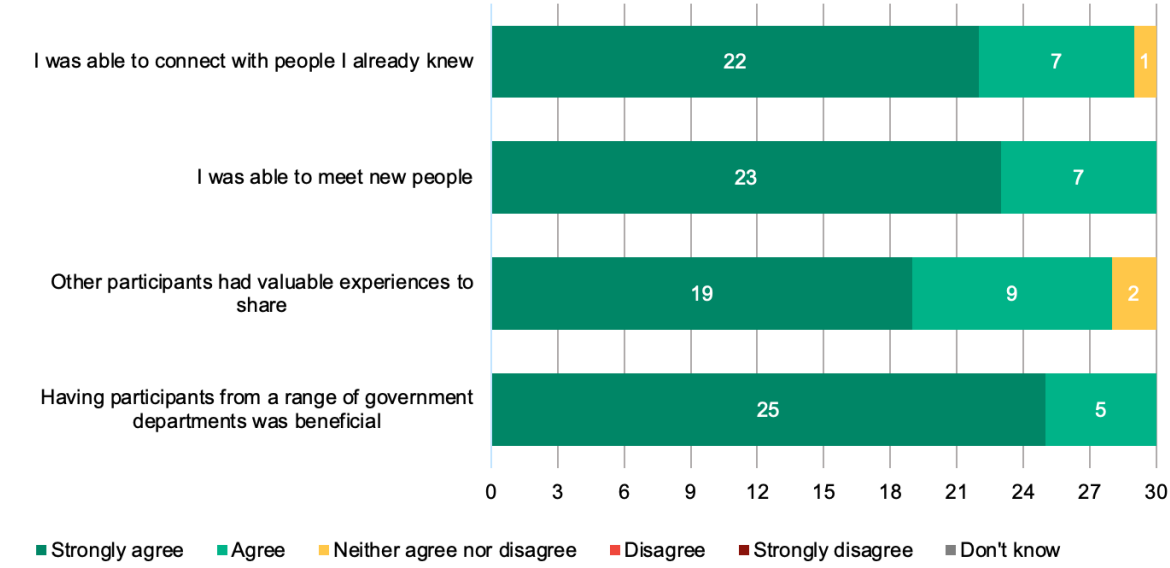
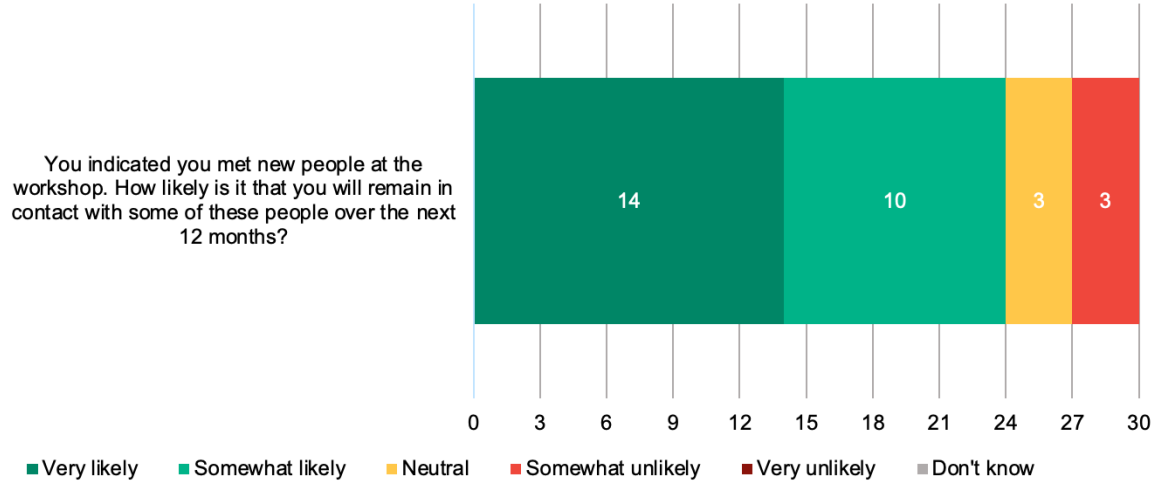


Chart 6 – Workshop outcomes: sustainability of relationship building



Indonesia (February 2023) (63% completion rate)

Chart 7 – Workshop outcomes: knowledge and skills

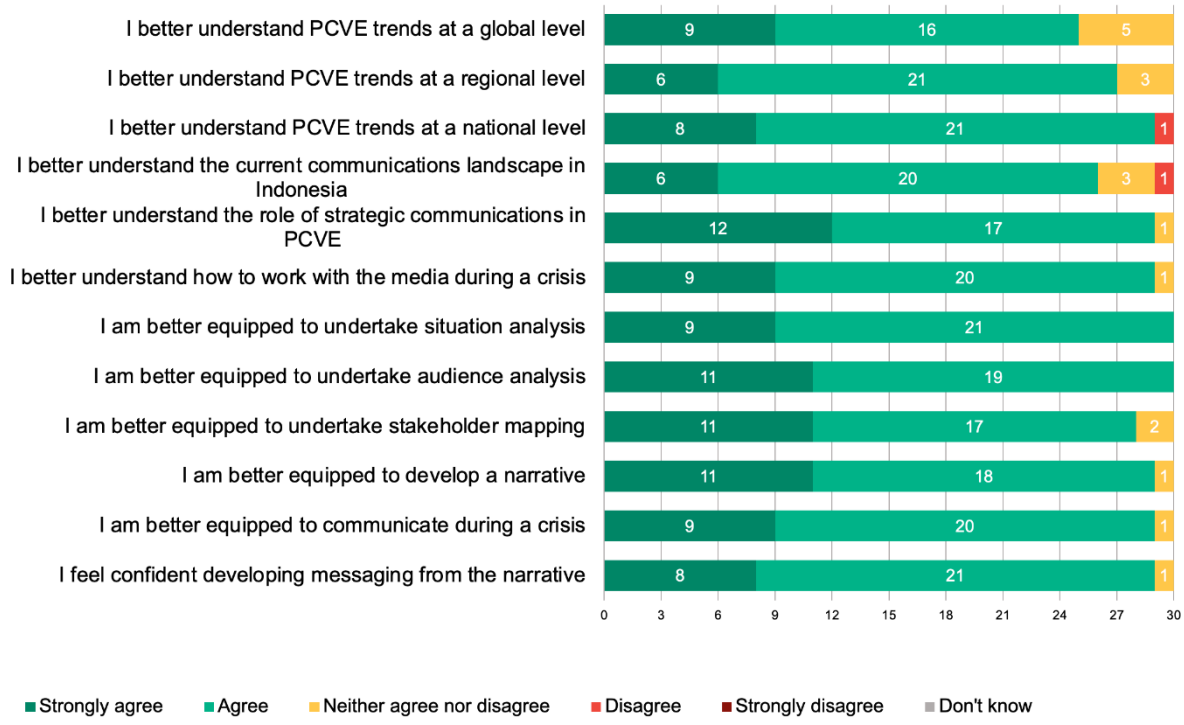


Chart 8 – Workshop outcomes: relationship building

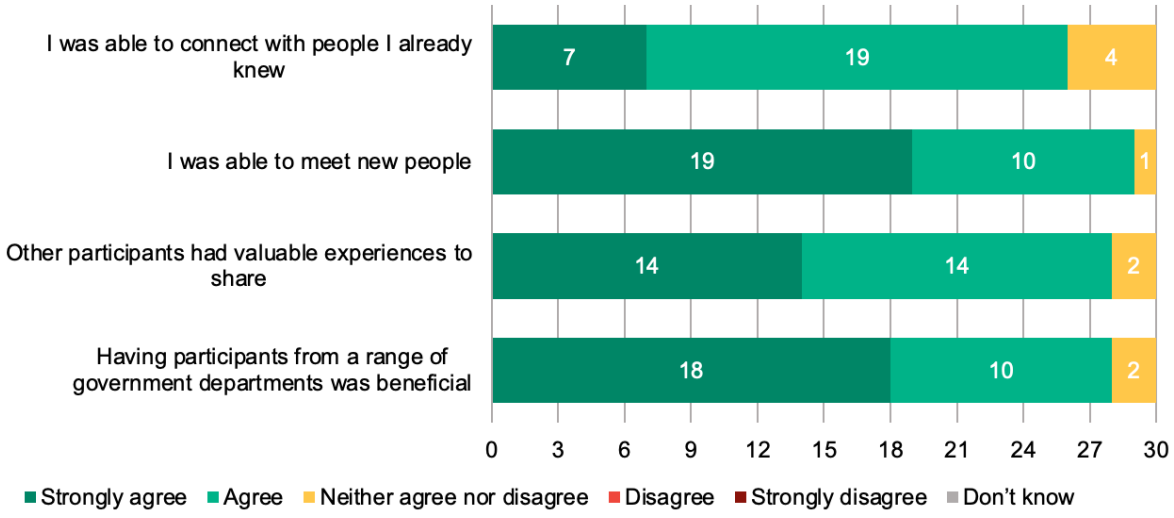
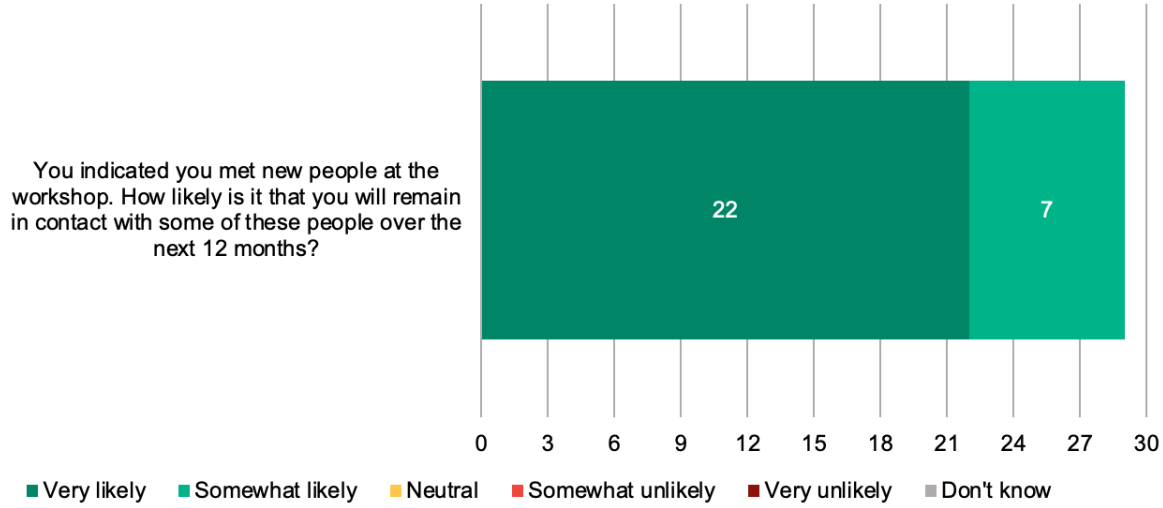


Chart 9 – Workshop outcomes: sustainability of relationship building



Regional workshop in Thailand (April 2023) (93% completion rate)

Chart 10 – Workshop outcomes: knowledge and skills

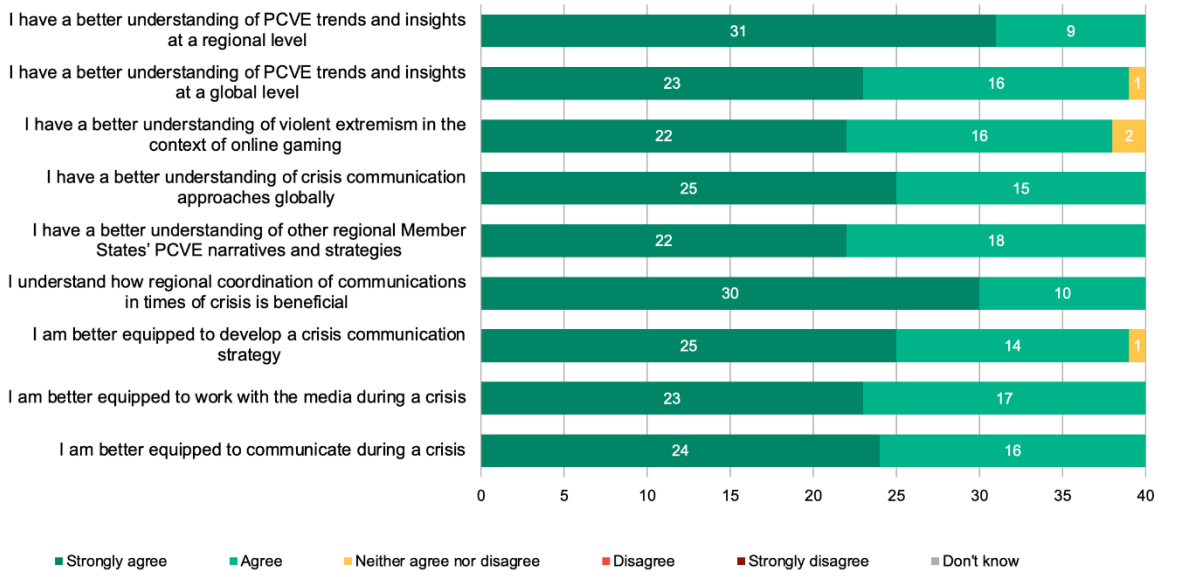


Chart 11 – Workshop outcomes: application of learnings from previous national workshops

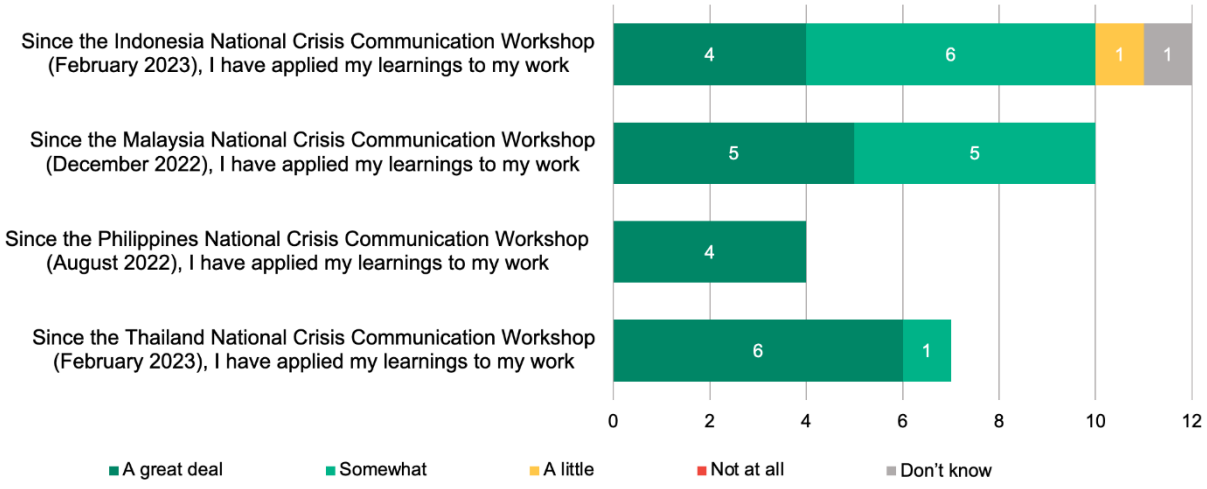


Chart 12 – Workshop outcomes: building on learnings from the previous national workshops

Chart 13 – Workshop outcomes: relationship building

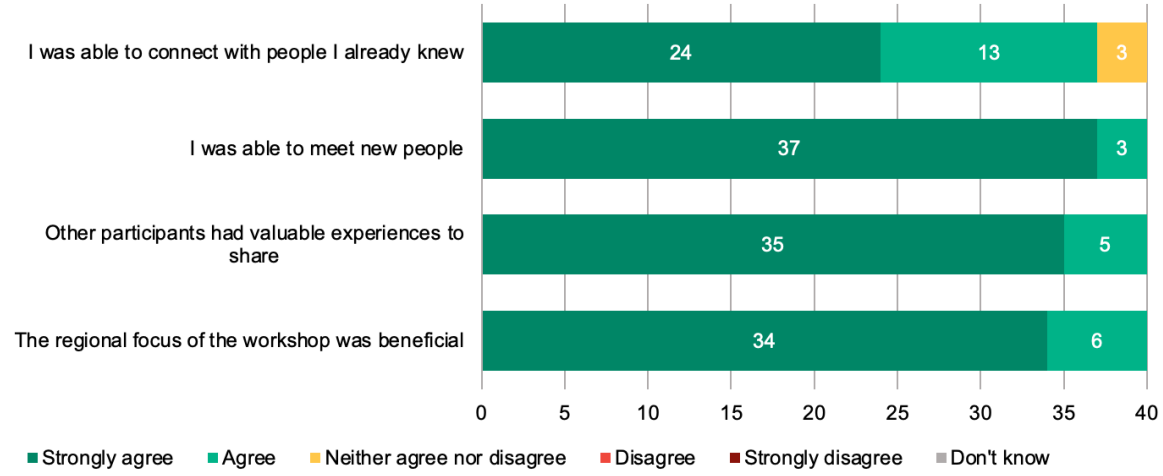
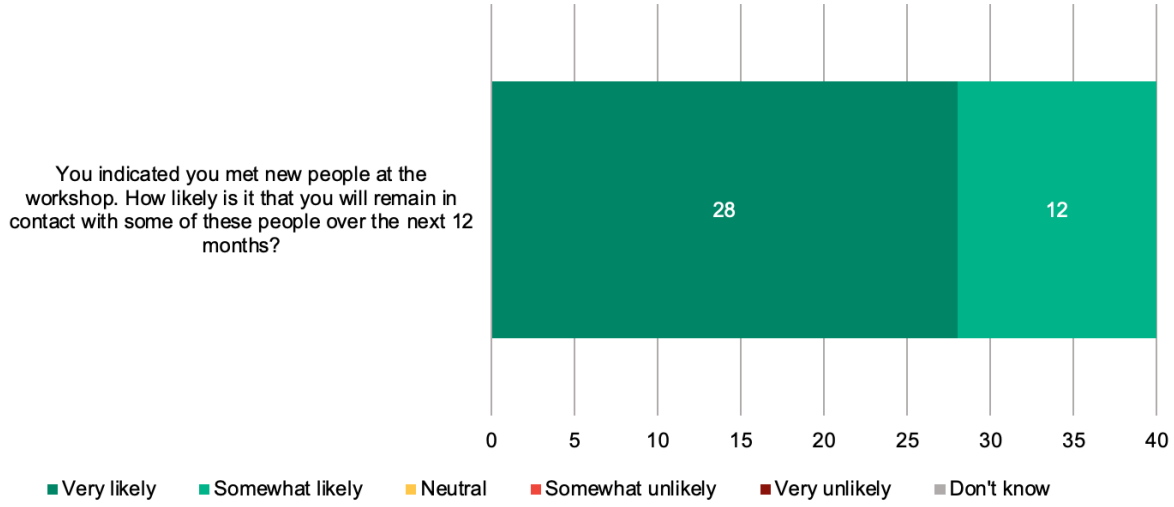


Chart 14 – Workshop outcomes: sustainability of relationship building



ANNEX 5

Evaluation Matrix: Preventing Violent Extremism through Promoting Tolerance and Respect for Diversity in South-East Asia – Phase 2 Final Evaluation

Evaluation Criteria and Questions	Judgement Criteria	Data Sources	Method of data collection	Data analysis method
Relevance				
1. To what extent are the objectives of the project design (inputs, activities, outputs and their indicators) and its theory of change logical and coherent?	Relevant involvement of stakeholders in planning, designing and consulting at national and regional levels to improve capacities to plan, implement and monitor the project.	ProDoc Annual reports MTE	Desk review; key informant interviews (KII)	Multi-source evidence assessment (MEA); ToC analysis
2. To what extent was the project in line with national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan, and the SDGs?	Relevant support at regional, national and local levels. Key indicators for all outputs; key drivers of change; assessment of the planning/designing initiatives.	UNDP BRH staff, donors, partner agencies	Desk review; KII	MEA
3. To what extent has the project been able to adapt to the needs of the different target groups (including tackling the gender dimension of PVE and social cohesion programing) in terms of creating enable environment for inclusive, affordable and people-centred PCVE policies and actions?	ProDocs demonstrate gendered analysis of inequality and vulnerability, progress reports disaggregate gender; rigorous use of gender marker.	UNDP staff, UNWOMEN, ProDoc review; annual reports, MTE	Desk review; KII	MEA
4. To what extent are the project interventions relevant to the achievement of the SDGs in the countries covered?	Degree to which SDG goals are integrated into national development plans; institutional capacity to protect sustainable development gains.	ProDoc review, project progress reports, Project staff.	Desk review, KII	Qualitative analysis
Effectiveness				
5. In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?	Clear diagnostic of institutional capacity strengths/weaknesses. Activities follow a clear pathway to capacity development; evidence of outcome monitoring.	UNDP staff, development partners, implementing partners (IP), CSOs	KII, desk review	MEA

6. Have there been any unexpected outcome-level results achieved beyond the planned outcome?	Overlaps somewhat with Q5. Key indicators for all outcomes.	UNDP BRH and CO staff; progress reports.	KII, desk review	MEA
7. In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?	Overlaps with Q. 5 & 6 Clear diagnostic of institutional capacity strengths/weaknesses.	ProDoc Annual reports MTE, IPs	KII, desk review	MEA
8. To what extent were the project activities delivered effectively in terms of quality, quantity and timing?	Linked to Q5. Key indicators for all outputs reflected in monitoring and reporting.	UNDP BRH and CO staff, development partners, IPs.	KII, desk review, MTR, Annual reports.	MEA, ToC analysis.
9. Did the project results contribute to strengthening CSO engagement with government/line ministries and encourage national ownership of the PCVE agenda?	Key outcome indicators; Evidence of partnerships across all levels of activities; enhanced capacity at the local level	UNDP BRH and CO staff, CSOs, government officials	KII, desk review	MEA
10. How effective has the project been in enhancing the capacity of the communities and local governments to create enabling environment for inclusive dialogue on PCVE?	Linked to Q. 9. Key indicators for all outputs; key drivers of change/outcomes; inclusivity.	UNDP BRH and CO staff, IPs & progress reports; MTE.	KII, Focus Group Discussions (FGD), desk review.	Contribution analysis ; Qualitative analysis
11. To what extent has the project been able to target religious organizations?	Actions directed at development of skills and knowledge of PCVE in religious communities;	UNDP BRH & CO staff, religious leadership; IPs, progress reports.	KII, Focus Group Discussion (FGD), desk review.	MEA
12. To what extent have the South-South cooperation and knowledge management contributed to the regional momentum on developing the policy guidelines/NAP?	Strong knowledge exchange developed between South-South actors at national/regional levels; policy dialogue on development of relevant guidelines.	UNDP BRH & CO staff; Frontline staff of IPs; progress reports	KII; FGDs; Desk review	MEA
13. To what extent the regionality principle of the project has been effective leveraged in project implementation?	Relevant support at regional level to enhance national capacities to plan, monitor and implement the project.	UNDP BRH & CO staff, progress reports; ToC	KII, desk review	Contribution and ToC analysis

14. Which programmatic areas are the most relevant and strategic for UNDP to scale up or consider going forward?	UNDP's distinctive competence and strategic positioning within the regional development landscape.	ProDoc, Progress reports, MTE, IPs, Project staff.	Desk review, KII	Qualitative analysis.
Efficiency				
15. How efficiently were the resources including human, material and financial resources used to achieve the above results in a timely manner?	All major projects demonstrate Cost, Quality, Timeliness (CQT) throughout the implantation cycle.	Finance and operations data on funds disbursement, major cost drivers, contract management and major decision timelines.	Desk review, KII	MEA
16. To what extent was the existing project management structure appropriate and efficient in generating the expected results?	Key indicators for all outputs; assessment of the planning and design of initiatives; adaptability of project management as needed.	UNDP BRH & CO staff; IP staff	Desk review, KII	MEA
17. To what extent has the project implementation strategy and its execution been efficient?	Overlaps with Q. 16 Key indicators for all outputs; assessment of the planning and design of initiatives; adaptability of project management as needed.	UNDP BRH & CO staff; IP staff	Desk review, KII	MEA
18. To what extent did monitoring systems provide management with a stream of appropriately disaggregated data that allowed it to learn and adjust implementation accordingly?	Key elements of the ToC are coherent; evidence of ToC parameters reflected in monitoring and reporting.	Monitoring reports, outcome and output reports in ROARs; MTE	Desk review, KII	Progress and monitoring reports assessed against ToC outputs/outcomes; MEA
Sustainability				
19. To what extent did the project interventions contribute towards sustaining the results achieved by the project?	Alternative resources (funds, policies, budgetary support, partnerships) for continuation of relevant outputs and outcomes identified and agreed.	UNDP BRH and COs staff; Multi-year resourcing plans of IPs	Desk review, KII	Analysis and assessment of drivers of sustainability.
20. What are the plans or approaches of the local authorities/national partners to	Resilience and capacity at local level; local institutions at the frontline of delivery of	National and local authorities	KII; FGDs; Desk review	MEA

ensure that the initiatives will be continued after the project ends? To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development?	services have the capacity to continue these. Strong knowledge-sharing partnerships developed across spectrum (UN agencies, CSOs)	currently involved in implementing project activities.		
21. What could be done to strengthen exit strategies and sustainability of the project?	Overlaps with Q. 19-20 Assess which projects could be sustained with additional funding from other sources and seek potential new partners for a planned phase out of UNDP's role.	Progress reports, IPs, Project staff.	KII; FGDs; Desk review	MEA
22. To what extent has the project captured and utilized lessons learned to continuously improve during implementation?	Adaptability of UNDP to continue programming; Adaptability of IPs to continue programming, e.g. in the COVID scenario	MTE; progress reports; UNDP BRH & CO staff; IP staff	KII; FGDs; Desk review	MEA
Human Rights				
23. To what extent have ethnic minorities, physically challenged, women and other disadvantaged and marginalized groups benefitted from the work of the project and with what impact?	All activities/projects which have any direct interface with communities must demonstrate they directly address the needs of the most vulnerable.	ProDoc, Progress reports, Beneficiary data; MTE; IPs, Project staff.	Desk review, KII	Quantitative & qualitative analysis
Gender				
24. To what extent was the project approach effective in integrating and mainstreaming gender in its programming?	Linked to Q.3. All activities which have any direct interface with communities must demonstrate that gender is directly addressed.	Gender assessment reports; Beneficiary selection criteria.	Desk research, KII, FGD.	Qualitative analysis.
25. To what extent has the project promoted positive changes for women and marginalised group? Were there any unintended effects (positive or negative)?	ProDocs demonstrate gendered analysis of poverty and vulnerability; progress reports disaggregate gender; rigorous use of gender marker.	ProDocs, progress reports, beneficiary data. MTE, IPs, UNDP CO staff	Desk research, KII	Quantitative and qualitative analysis